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STATE DOCUMENTS

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**for Offenders  
and  
Ex-Offenders  
in  
Montana**

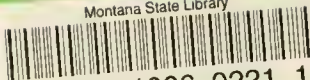
**SERVICES**

**a  
report  
of  
an  
interagency  
workshop**

**Helena, Mt.**

**June 24-26, 1975**

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"Services for Offenders and Ex-Offenders in Montana"

A REPORT OF AN INTERAGENCY WORKSHOP

June 24-26, 1975

Helena, Montana

Sponsored By

Office of the Superintendent of Public Instruction

In Cooperation With

Governor's Manpower Planning Office

Department of Institutions

Department of Social and Rehabilitation Services

Department of Labor and Industry

Facilitators Provided By

Mountain-Plains AMIDS  
1531 Stout Street, Suite 301  
Denver, Colorado 80202



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MONTANA WORKSHOP ON SERVICES FOR OFFENDERS

AND EX-OFFENDERS

GOALS

To reduce the recidivism rate in the State of Montana.

To improve employment opportunities for offenders and ex-offenders.

AGENDA

Rimini Room-----  
Travelodge, Helena

Tuesday - June 24

- 8:00           Registration, Coffee and Rolls
- 8:30           Introductions and announcements
- 8:45           "WHO DOES WHAT?"   A brief overview of the present system and programs in Montana;  
                  -Department of Institutions--Dave Lewis, Deputy Director;  
                  -Vocational Education--Tom Ryan, Manpower Training Supervisor, Office of the Superintendent of Public Instruction;  
                  -Employment Security Division--Bob Miller, Special Applicant Services Supervisor;  
                  -Department of Social and Rehabilitative Services--Donald Lee, Regional Representative;  
                  -Bureau of Indian Affairs--R. E. Indreland, BIA Coordinator at Montana State Prison;  
                  -Montana State Prison--Joseph Yankoskie, Director, Classification and Treatment;  
                  -Board of Pardons--Don Anderson, Hearing Officer.
- 12:00           Lunch
- 1:15 to       Elements of a Model State System--Program Ingredients and Alternatives  
5:00           Ray Rosenbaum, Springfield, Missouri
- Pre-trial Intervention (Diversion)--A Model Program  
                  Tom Moore, Denver, Colorado
- 6:00           No-host refreshments, Marysville Room
- 7:00           Dinner, Rimini Room (Wives and Guests are invited)  
                  Speaker: Judge Gordon Bennett

Wednesday - June 25

8:00 Coffee and Rolls

8:30 Three concurrent small group sessions--participants choose one topic:

- A. Rimini Room-A - Program Resources and Organization  
Tom Moore
- B. Rimini Room-B - Operations--Intake, Assessment, Enrollment,  
Job Development, Training, Placement and Followup  
Chuck Steensland
- C. Marysville Room - Administration and Linkages-Budgeting-  
Controlling and Evaluating  
Ray Rosenbaum

12:15 to Luncheon, Unionville Room  
1:30

2:00 to Reports from morning group sessions--future needs and commitments  
5:00

Thursday - June 26

8:00 Coffee and Rolls

8:30 to Choice of six or more small group sessions  
11:00

- A. Counseling the ex-offender--Chuck Steensland
- B. Vocational Training--sources, problems, and challenges--  
Tom Ryan
- C. Job Opportunities and Constraints--Bob Miller
- D. Community Based Correctional Programs--Tom Moore
- E. Evaluation Techniques--Ray Rosenbaum
- F. "Manpower as a Second Language"--Dale Bryson
- G. Others?

11:00 Workshop Evaluation and Wrapup

12:00 Adjourn



SUMMARY OF MAIN IDEAS AND RECOMMENDATIONS  
GENERATED DURING THE WORKSHOP

<u>Ideas</u>	<u>Recommendations</u>
1. All of the agencies and people providing services to offenders and ex-offenders in Montana need to know more about what the others are doing.	1. Publish a report on this conference and give it wide distribution.
2. Philosophical differences exist between custodial or parole officers and "helping agencies". The "security role" has generally prevailed over the "rehabilitation role" at Montana State Prison with the exception of the period when James Estelle was warden. The parole board has taken the initiative to improve the system of rehabilitation in recent years.	2. Educate the decision makers, particularly on the relative cost to the taxpayers of the two approaches. This education process should include legislators, state officials, and local community leaders.
3. Public sentiment is generally negative toward progressive rehabilitation efforts.	3. Educate the public through continuing public information programs.
4. Interagency cooperation and commitment for improving vocational education as a means of rehabilitation can be improved.	4. Pool the resources available and place responsibility on the state vocational education agency.
5. The Montana Legislature has provided funding and authorization to start a pilot community-based correctional facility somewhere in the state but this has not progressed beyond the planning stages.	5. The Department of Institutions implement the concept with all deliberate speed.
6. Other states are having some success with juvenile diversion programs as an alternative to release or incarceration for first offenders.	6. The Department of Institutions initiate legislation to authorize and fund such a program.
7. The Social and Rehabilitative Services Department provides extensive service to offenders, ex-offenders and their families.	7. SRS continue its good work, with an emphasis on linkages with other agencies.
8. The Employment Service provided full-time counselors for job development and employment assistance at the prison during 1971-73 but discontinued this service when the federally funded MDTA program expired.	8. The E.S. provide a full-time counselor at Deer Lodge.



## Ideas

9. Native Americans have special problems with the law enforcement and correctional systems that are not being met.
10. Money to implement ideas (hire people, reduce caseloads, etc.) is always a problem. Yet federal funds are available and being used by a variety of agencies to help the offender, the ex-offender and their families. No one agency is aware of all the sources a client can contact for help.
11. The five and a half month average stay in Montana State Prison is probably too short to get a felon very far along in a vocational training program. With additional complications created by security, discipline, work details, maintenance and educational prerequisites there is little chance of operating an adequate Vo-Ed training program for inmates.
12. The number and percentage of female offenders is expected to increase substantially in the next few years.
13. Employability development, to include improving educational and skill levels, is a proven essential to rehabilitation but is not a complete answer. Consideration must also be given to personality and behavioral problems.

## Recommendations

9. Appoint or hire Indians in such agencies as the Parole Board, E.S., SRS, and Vo-Ed.
10. Some coordinating mechanism be established at the state level to insure that requests for federal grants and requests to the legislature for funding for services to offenders and ex-offenders avoid unnecessary duplication.
11. Vocational training in the prison be primarily career exploration, motivational and pre-vocational, with concentrated skill training arranged following release.
12. The Department of Institutions begin now to gear up to handle this problem in the future.
13. Programs of job development and vocational training be integrated with psychological counseling.

# ROSTER OF WORKSHOP PARTICIPANTS

<u>Name</u>	<u>Address and Telephone</u>	<u>Agency and Job</u>
Anderson, Craig	Box 1884, Billings 59101 259-0398	Board of Pardons Rehab. Res. Agent
Anderson, Donald A.	107 E. Granite St., Butte 59701 723-8911	Board of Pardons Hearing Officer
Arthur, George W.	1616 Cannon, Apt. 15 Helena 59601 443-5783	Board of Pardons Parole Officer
Bighorn, Ernie	Miles Community College 2715 Dickinson Miles City 59301 232-3148	- -
Boggs, Janice	Box 156, Heart Butte 59448	Blackfeet Administration Assistant Manpower Program
Brave, Wendell	607 11th Street North Great Falls 59401 761-0310 Ext. 55	Opportunities Inc., Manpower
Brien, Kitte Rill	1603½ Pearl, Miles City 59301 232-3148	IDEA-Field Worker Counselor
Britton, Russell K.	1766 Holly St., Denver 80220 303-333-1602	Retiring
Burd, Bill	207 East Main, Missoula 59801 728-3710	Human Resource Youth Director
Burd, Diana	1007 Mount Avenue, Missoula 59801 728-3710	Montana United Association Wiconi Health Resource Specialist
Carlin, Tom	529 North Warren, Helena 59601 442-2531	Manpower Training Center CEP-WIN
Charlson, Jack W.	603 W. Porphyry St., Butte 59701 792-9145	Community Health Service for Alcoholism, Inc. Executive Director
Coburn, Donald L.	436 No. Jackson St., Helena 59601 442-9334	Helena Indian Alliance Manpower Director
Driscoll, Bernie	621 E. Lamme, Bozeman 59715 587-5455	Board of Pardons Parole Officer
Durham, Violet W.	Box 7, Deer Lodge 59722 846-1320 Ext. 75	Rehab-Services Div. MSP Voc-Rehab Counselor
Fenton, Bill	1211 Grand Ave., Billings 59102 252-5601	Rehab Services (Voc Rehab) Vocational Counselor for Institutional releasees to the Billings area.

<u>Name</u>	<u>Address and Telephone</u>	<u>Agency and Job</u>
George, Roy J.	P. O. Box 1196, Helena 59601 442-9334	Helena Indian Alliance Job Placement Trainee
Giono, Peter	Governor's Manpower Capitol Station, Helena 59601 449-2787	Manpower Specialist
Hart, Lawrence	907 Higgins, Deer Lodge 59722 846-2025	MSP-Automotive Instructor
Harwell, Glenn W.	Box 730, Great Falls 59401 727-5215	Board of Pardons Rehab. Resource Agent
Hirst, James A.	436 No. Jackson, Helena 59601 442-9334	Helena Indian Alliance Job Placement Specialist Trainee
Hovey, J. Budd	915 1st Ave. S., Great Falls 59401 761-5800 Ext. 378	ABE-Great Falls Vo-Tech Center
Hubbert, Sam	1026 8th Ave., Helena 59601 443-3548	MOVE Project-Program Consultant
Jackson, Susan Linda	12 East Galena, Butte 59701 723-4361	NAIA-Asst. Director CETA Manpower
Johnson, Glenn C.	Box 11, Pinecrest, Clancy 59634 933-5672	Helena Vo-Tech Center Curriculum Development
Joyce, Mike	733 Logan Lane, Billings 59102 252-8654	Counselor-Adult Learning Center (ABE)
Kicking Woman, Clifford	Box 104, Browning 59417 338-3511	Blackfeet Manpower Program
Larish, John	Box 721, Helena 59601 442-1552	Rocky Mountain Development Council--Management Consultant
Lee, Don	25 South Ewing, Room 203 Helena 59601 449-2599	SRS Regional Representative
MacAskill, Steve	Box 144, East Helena 59635 458-5121	Mountain View School-- Social Worker
Maloughney, Dan	504 Montana, Deer Lodge 59722 846-2025	Montana State Prison Automotive Instructor
Marshall, Teresa	Drawer O, Warm Springs 59756 693-2221 Ext. 2284	Rehabilitative Services Division, Warm Springs State Hospital-Voc Rehab Counselor
McCormick, Jack	107 E. Granite, Butte 59701 792-8911	Board of Pardons
McKee, Caroline	2715 Dickinson, Miles City 59301 232-3148	Indian Development & Edu- cational Alliance (IDEA) Bookkeeper/Admin. Asst.

<u>Name</u>	<u>Address and Telephone</u>	<u>Agency and Job</u>
McKee, Fred	Miles Community College Miles City 59301 232-3148	Career Improvement Curriculum, Program, Miles Community Co
Meyer, Darryl	918 1st Avenue North Great Falls 59401 761-7550	Montana Auto College
Miller, Bob	P.O. Box 1728, Helena 59601 449-3198	Employment Security Div. Special Applicant Service Supervisor
Miller, Ina	607 11th Street North Great Falls 59401 761-0310 Ext. 54	Manpower Opportunities, Inc
Nardinger, Dave	R226 Power Block, Helena 59601 449-2589	Board of Pardons Rehab Resource Agent
Nation, Pearl	Ashland 59003 232-1687	Eastern Montana Mental Health Centers-Miles City
Nickoloff, Sherry	822 Terry Ave., Billings 59102 252-7445	Manpower Counselor Community Action Program
Ogle, Reba	Box 904, Poplar 59255 768-3941	Fort Peck Law & Order Dept., Investigating Officer for Juvenile Courts, Counsel
O'Hern, John C.	122 Takima Drive, Missoula 59801 543-3473	Board of Pardons, Parole Officer
Olson, Karren	Human Res. Div., 16R Capitol Sta. Helena 59601 449-3420	Human Resources Div.-PR Information
Pepion, Daisy	Browning 59417 338-4490	Manpower Program
Richards, JoAnne	1002 Wilder, Helena 59601 442-0032	Intern-Manpower Planning Agency
Riley, John J.	107 E. Granite St., Butte 59701 792-8911	Board of Pardons, Parole and Probation Supervisor
Ryan, Patrick L.	3104 2nd Avenue South Great Falls 59401 761-9667	Board of Pardons Probation and Parole
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Silverthorne, Jim	1524 Waukasha, Helena 59601 442-7391	RMDC-Seasonal Migrant Farm Workers



<u>Name</u>	<u>Address and Telephone</u>	<u>Agency and Job</u>
Sullens, Jack	2709 Poly Dr., Billings 59102 656-7382	Manpower Counselor
Topash, Lee	Box 1176, Helena 59601 443-5370	HRDI-AFL-CIO
Torres, Josephine	2714 Montana Avenue Billings 59102 248-7477	Community Action Program Manpower Youth Programs Director
Vander Velden, Thomas C.	638 Logan Street, Helena 59601 442-9040 Ext. 3236, 3296	BIA - Employment Asst. Specialist
Whitaker, Jack	4708 Carol Dr., Great Falls 59401 761-2297	Board of Pardons Parole Officer
Wilson, Sam	Power Block #226, Helena 59601 449-2480	Board of Pardons
Wippert, George, Jr.	Box 484, Browning 59417 338-7458	Small Business Training Project, School District 9
Wright, Eugene C.	Box 735, Havre 59501 265-7827	Hi-Line Indian Alliance Manpower Outreach Worker
<u>Staff, AMIDS, and Dinner Speaker</u>		
Ryan, Tom	Office of the Supt. of Public Instruction, Capitol Station Helena 59601 449-3626	Manpower Training Supervisor
Matross, Val	" " " "	Manpower Training Program Officer
Bryson, Dale	" " " "	" " " "
Steensland, Chuck	1531 Stout St., Suite 301 Denver, CO 80202 303-572-8816	Consultant - Mountain Plains Area Manpower Institute for Development of Staff (AMIDS)
Rosenbaum, Ray	" " " "	" " " "
Moore, Tom	" " " "	" " " "
Bennett, Gordon R.	Lewis & Clark County Courthouse Helena 59601 442-6686	First Judicial District District Judge

Presentation by Dave Lewis, Deputy Director, Department of Institutions.

Correctional Services provided by the Department of Institutions includes the State Prison, the Swan River Youth Forest Camp for adult offenders, the Pine Hills School for juvenile offenders and the Mountain View School for girls.

As far as the community programs are concerned, the last legislature passed House Bill 646 which split the Board of Pardons so that the Board is a separate entity and put the Parole Officers under the direct supervision of the Department of Institutions.

The Department has Juvenile Aftercare within our community-based services division. This bureau works with juveniles coming out of the correctional institutions and with juveniles committed to them directly by the court.

The concept we have with juveniles is a continuum of service between institution and community. I think this is the major reason that the legislature decided to put the Parole Officers in the Department of Institutions. They want us to handle adults the same way as far as coordinating institution and community services. We are developing a Division of Corrections. In fact, we have people working on this project right at this moment. This will emphasize the continuum of service concept. Rather than treating the prison as a separate entity in the department or in the system, we will be looking at services for the adult offender in the prison and in the community with the parole and probation officers. We also have funding and authorization to start a community-based correctional facility somewhere in the state. We have a study going on at this time to determine which will be the best place to go with this facility.

Again, the idea is to pull both community and institution together. We want to try and provide services in some coherent manner to the people rather than emphasizing the prison as a separate entity, the parole officer as a separate entity, or the community correctional facility as a separate entity.

This has worked with the juveniles and the legislature wants us to go pursue this concept as far as the adult offender is concerned.

The legislature and the administration are very interested in costs, in alternatives to incarceration and also what is best for the people in the correctional system.

They look at the cost of keeping an offender in the state prison versus the benefits accruing to that client. We have to change our role and our direction. We have to move toward more community services. We have to move toward more vocational education for these people. Vocational education is one program that we have to pick up on at the prison and in the community.

We have to make changes. And for this reason, the Department of Institutions is setting up a separate division of corrections. I might add, that I wouldn't be too surprised to see a Department of Corrections in the state of Montana within a few years. The whole field might be pulled together in a separate department status. This is a personal opinion and certainly mine alone.

Again, I want to emphasize that we are emphasizing the continuum of service concept. We are trying to get away from looking at the Department of Institutions as just big buildings. We must not look at separate institutions and think of their operation and forget about trying to cycle people through the system for the best benefit to the people involved. Our responsibility continue on into the community.

We are going to pull together these community programs. We are going to pull together the parole, the probation and the community-based services for the offender. We are going to be using services provided by the other departments, the manpower people, the vocational training available through the vocational schools in the various communities, and the services provided by SRS. All departments must be more involved with the final product rather than with their separate little entity within the system. We must coordinate service delivery systems.

If there are some questions from the people here I'd be happy to talk about what the department is doing now, what we have done in the past and where we think we are going.

QUESTION: Is the community-based facility we are talking about for probationers only?

ANSWER: We have a fascinating situation here. We received a letter of legislative intent from the House Appropriations Committee signed by the chairman of that committee and the vice-chairman. The letter stated that one of the conditions attached to this program was that it be used for probationers only. One week later we received a letter signed by thirty-four members of the House and Senate saying that that was not legislative intent and that they wanted this facility used for both parolees and probationers.

We are going to develop this program based on what the professionals think is the best thing. If it's for probationers only, fine; if it's for parolees only, fine; if it's to tie in with the work-release from the prison, that is what we are going to decide to do and we are going to go with it. We will get the best information and professional advice available and then go ahead.

QUESTION: Are we talking about one or more community-based facilities?

ANSWER: We have enough money, we believe, that we might be able to come up with two of these. The idea at the time was for one only but again, we have to develop the concept and define it further. We may be able to get some further federal dollars and possibly be able to establish two. I'm sure that there are a lot of people who are more expert in this than I am but I think it is agreed that this is a very, very high risk situation. We have to proceed very carefully here. This whole thing could go down the drain very easily if we have a conspicuous failure. We want to be sure that we have good, solid community support and that the services provided are effective. We must not do something precipitous and have a failure.

The legislature was very clear that this is a 'pilot' program. They said it sounds good and you people think it will work but show us. That is why we are proceeding probably a little more carefully than on some of the things we have done in the past. We are hoping by fall to have this project in operation. We



have consultants looking at the type of thing we should be doing with this and the type of people we should be serving and all of these questions have to be answered to our satisfaction before we make a final decision on location and the concept we are going to pursue.

QUESTION: What type of services do you plan on providing in these facilities?

ANSWER: Well, this is something that is very ill-defined. When we went into the legislature with this, we had in mind that what we would be doing is perhaps providing a work-release program. We would get the people out of prison and provide a place where they could go to, perhaps the vo-tech schools or to jobs. We are talking about maybe twenty, twenty-five people in this facility. This was the original concept. If we find that is too many, we might want to go less or we may be able to come up with two facilities and serve more people.

QUESTION: What type of staff is needed?

ANSWER: We would have a staff of counselors. Basically, the idea would be to get the people out to where they could take advantage of services available in the community and yet provide a somewhat supervised situation for them.

QUESTION: Would this facility have to be located in an area where there is a vocational center?

ANSWER: Yes, that would be an advantage. I'm not going to say that it would have to be. We, again, are just defining criteria for location. We would welcome input from anybody here. You can talk to Don Anderson from the Board of Pardons. He has been working on the project and Curt Chisholm from our office has been working on it, or just correspond directly with the Director, Dr. Mattson, or myself. We are in an evolutionary period on this project. We want to be careful. This is a one-shot deal. If we don't come through, we are not going to get the money next time. The legislature wants to be careful. They are willing to try it but we can't afford any foul-ups and so that is why we want to be very careful with it.

QUESTION: Would there be any cost involved in this? Such as, board and room, etc.?

ANSWER: Well, we have a budget of \$213,000 the first year and about \$150,000 the second year to run the facility. That would be the counseling and the board and room. That type of thing.

QUESTION: What have you done as far as working with the community?

ANSWER: We have had considerable community interest from Billings. We met with a group of people in Billings the week of June 17, 1975 on this project and they are the ones that are pursuing it the hardest. The process of picking a location will involve a thorough evaluation of community attitudes.

There will be some consternation involved in a local community when you put in a facility like this and start bringing people in from elsewhere to use the services. They would be a little easier to sell as far as a community is concerned, if it were just for offenders from that community. Taking care of the 'home folks' type of a concept. We can't afford to do that. Our population is spread too thin. We don't have enough money to go all over the state with something like this. We are going to be in the situation

where with one or two, we are going to be bringing people in from all over the state to take advantage of these services and that is going to be one important aspect of the community education process.

QUESTION: What are the qualifications of the counselors in the community-based center?

ANSWER: This is another ill-defined area. We haven't really gone into that. I'm sure it would depend on the final decision on what we are going to do. And we haven't really decided exactly what we are going to do. Are we going to treat probationers only or are we going to have it tied in with the work-release program? And, I'm sure that is going to define better the type of manning that we are going to need for the facility.

QUESTION: What type of counseling are you going to provide?

ANSWER: We haven't gone that far yet. Since we haven't developed a program yet it's very difficult to determine what type of counseling we will be looking at.

I think I'm off that hot seat then if there are no further questions. I hope to be down here tomorrow. I have meetings for the rest of the day but someone from our office will be in and out throughout the session.

Tom Ryan - Thank you Mr. Lewis for your candid remarks. You have explained the concept and legislative intent very well. This will serve as a basis for much discussion in the coming sessions of this workshop.

Chuck Steensland did mention some of the questions you asked. I think you asked one about counseling. We do have people that you can talk to about this very question in the small groups and I know they can cover that adequately. This is their training and they will get right down to the nitty-gritty on this. And it's a good question. I'm real happy to hear that type of thing because it's going to mean that these are going to be work sessions as I mentioned when I first came in this morning.

Briefly, I'm going to cover what I know about Vocational Education and its value to the person who has been incarcerated or convicted and then to the time he is out in society and all at once in need of help. This whole counseling thing we are talking about is where he is going to get that help.

When former Governor Anderson wrote a letter to the Employment Service and to the Office of the Superintendent of Public Instruction wanting a manpower program put into the prison for the purpose of giving these people some vocational training in order that they could come out, and hold down a job, and get into the mainstream of society, the immediate response was a lot of meetings and a lot of research. Prior to this, even, vocational education had been in the prison doing some work. Vo-Ed had been in there for many, many years. But they had not been able to get any recognition, or make the forward step that the universities were making in the prison because of the funded extension service that came out through the university system.

And you can go down to the Deer Lodge Institution and actually study almost any form of academic pursuit that you wanted to pursue. And they were doing it.

The Superintendent's Office, over the years, kept up funding for those people who needed such things as learning to read and write over there. This was going on all the time. But the concept of giving them a work-skill was another approach.

And, so, we started in to do the research on this thing. We were very fortunate over there at the time, in having a warden who was hell-bent on rehabilitation. In fact, he made such a name for himself in rehabilitation that Texas picked him up for twice the salary he was getting in Montana and he is doing a pretty fair job down there.

We consulted with Bobby Miles, Pardons and Parole Office, and with the various people who were carrying on the rehabilitative services including SisterProvidencia in Great Falls. I'm sure that name is familiar to most of the people in this room. We came up with an umbrella-type of approach that this last legislature has seen fit to change.

But, at that time, under the law that existed, we had an umbrella approach. That is, we would educate the person in a skill while he was incarcerated and hire post-release counselors who would work with him in the prison and then follow him through to this terrible adjustment period that some of these boys and women have a difficult time making. Help was needed to get them started in using the skills which were learned while they were in prison.



So, that's the story of how we got into this, counseling business. We wanted five counselors and tried to get five. Bobby Miles said he could use five but MDTA didn't have money for five. And the legislature at that time, wasn't as cooperative and generous as we have found them in this direction this year. This was a new idea and the legislators and others seemed to be from Missouri!

So, we settled for three. And your dinner speaker tonight, Judge Bennett, was very instrumental in supporting us to get the three rather than do without any.

Three people, covering some 740,000 square miles in Montana. Even though most of the people are concentrated in certain large areas nevertheless you do have to make your trips out to see these people if you are going to counsel them and help them. If their job happens to be in some remote area, they still need the services.

It was with a great deal of deliberation that Vocational Education and Counseling got into this single effort of rehabilitation and putting this fellow back on track.

The figures that stick in mind are, and Don Anderson you might get up and say something different if you wish, I think it was \$10,000 to keep a man in Deer Lodge and it costs \$25,000 to apprehend him and re-incarcerate him and keep him that first year. Anytime you help a fellow stay out of the prison you're not only helping him, you are helping his family, you are helping the whole state of Montana and helping society in general.

Unless you have some questions, I'm going to turn it over to somebody else here.

Oh, by the way. We went in there with what we thought would be four training areas first. We went in there with a Farm Mechanics Program, a Meat Cutting Program, the Auto-Mechanics Program and a Culinary Arts Program. We were very fortunate in hiring a director to head the program who was a strong person. He needs to be strong. He had to be almost uncompromising in his approaches. He couldn't back off from his principles. Because his job there was to educate and to get it done, he had to ruffle a lot of feathers. He had to be a professional vocational educator!

If you are part of the prison set-up over there now your job is possibly to get all the hay in. Or to feed the cattle, or to brand. Well, the educator says you can't take that fellow out and brand with him today he has to go to class.

So, see, there was a conflict in there. And it took a strong man to work with the warden and the various people in the prison. But what good thing hasn't come about after conflict and possibly the more conflict the stronger it is in its outcome and it ends up being a darn good program.

Any questions? We'll get around to talking about Vocational Education and it's going to work under the present set-up later on in the workshop programs. But I thought I'd give you a brief history of Vocational Education as it has worked over there. It has done a job.

For informational purposes, Don Anderson could you give us the cost to the state of Montana for incarceration?

For those in the back of the room, Don Anderson of Butte, has just given us the figure of \$9,000 for the costs of incarceration.

Presentation by Bob Miller, Special Applicant Services Supervisor, Employment Security Division.

The Employment Security Division of the Department of Labor and Industry has two basic functions. It conducts the Montana State Employment Service, which is the function we will be concerned with here. It also conducts a claims taking service, the unemployment insurance function as covered by State laws. The local employment office is a public institution rendering a service to workers and employers in that area.

The employer is basically interested in maintaining or expanding established production schedules. The employer wants to be able to recruit qualified workers when they are needed. The employer is interested in reducing absenteeism, turnover, and employee-training costs. The employer is interested in reducing the unemployment of his former workers.

When the employment service serves the public by placing workers in suitable jobs, it helps the employer satisfy these needs. Now, that is from the standpoint of the employer.

From the standpoint of the applicant or the job-seeker, the worker is interested in a steady, full-time job that will allow him or her to obtain an occupation utilizing, at least having the option of utilizing, their highest skill level. He or she wants help in obtaining a job as soon as possible after losing a job. If he or she is unable to locate a job immediately, this is when the unemployment insurance enters into the picture. Often times, it is very necessary to take care of the non-deferable expenses while the individual is seeking employment.

The employment service matches worker qualifications with employer requirements.

The specific services available within the employment service are: job application services; job placement services, including job development; occupational counseling services; aptitude, achievement and proficiency testing; job training programs, including the Comprehensive Employment and Training Program and this is both institutional and individual referral; the Work Incentive Program and the Concentrated Employment Program; the Job Corps, OJT; Clearance Program; by that, I mean, if a job is not available locally to meet an applicant's qualifications, what type of occupation is there within the State, within the region, within the country, for that matter, that can be aimed at the individual job applicant; a teacher-placement division and special emphasis and training for (and this is the area I would like to concentrate on here) veterans, older workers, youth, the handicapped, minority groups, and disadvantaged. And to further breakdown the special services within the area of the handicapped and call the law offender one of the nine defined handicapped groups within that program of service.

This is how we will tie the law offender into the services available through the Montana State Employment Service.

There is also available through Employment Service, research, analysis and labor-market information, this is the range of services available within the Employment Security Division.

To get more to the point and concentrate on the meeting here and now, I'll be talking about occupational counseling service. And, if you will keep in mind that the law offender is a part of the overall services to handicapped within the agency spectrum of service available.

The occupational counseling service is, today, 100 percent, or as close to 100 percent as we can keep it, geared toward and aimed at, the development of employability plans for individuals seeking employment. Once this plan is developed together with the applicant, we implement the plan by locating suitable employment in line with the established goal.

We can think of employability planning as basically very similar to a blueprint in terms of where do we go from here, who will do what, when and how, in terms of arriving at short-range, intermediate and long-range possibilities of employment. We are not especially interested in developing just a job, but our overall goal in the development of a plan is to develop some kind of a goal that will lead somewhere. That is, if the individual starts here, where does he or she go? This is what I am talking about when I talk about short-range, intermediate and long-range possibilities of employment.

So, it's the employability development plan, working with each individual because each individual brings with him or her a qualification profile involving previous work experience, education and/or training, interests, aptitudes, any hobby-related type activity they might be involved in, personality and whatever factors constitute the individual. The problem is how can you get it all together, so to speak, and focus all these qualifications toward a job goal?

This is what we are talking about when working with each individual. We are talking about employment counseling. When a situation arises whereby an individual is in need of services other than employment-related we draw on the resources available within the community or the area in a joint, coordinated effort on behalf of the individual job seeker to enable us to put together a plan, with that applicant, that will result in the applicant's being employed. This is what it is all about.

We talk in terms of some twenty-five percent of the people we see being in need of some form of employability development assistance, or counseling, if you will. The counselors in the employment service today, range all the way from interviewers to full-titled, college-trained providers of counseling service. There is a wide range of depth built into the system today. This hasn't always been the case, but by working on it over a period of years we have been able to bring it up to a level where we feel we do have the different levels of counseling service required to do a job of assisting people with employment problems.

So, basically what I am saying is the employment service matches worker's qualifications with employer requirements. If there are no jobs available at a given time, we talk about job development, that is who can we contact to develop an opportunity for someone with qualifications. Where do we go from here, starting with the individual.

That briefly, is an overview of where the employment service is, where the law offender fits into the overall picture as far as we are concerned.



We are dealing with, in this case, the individual offender and drawing on community resources to enable us, jointly, to put together an employability plan that will result in the individual's becoming employed.

Now, I'd be happy to respond to any questions anyone might have, with just this much information.

QUESTION: How many people did you place out of the prison this past year?

ANSWER: 241

QUESTION: How many of these 241 placements have been successful and are still working?

ANSWER: And this, Don, is the area that I have to emphasize more than any and that is, the lack of follow-up that exists. I am unable to give you a specific number in answer to your question.

QUESTION: Why is there no longer an employment assistance officer through the employment service available through the prison?

ANSWER: As I understand it, that was the program that Tom Ryan mentioned when he spoke, that was funded for a specific period of time to provide that intensive type service to individuals at the prison.

We still have an itinerant service to the prison by our Anaconda Office.

Bob - Where are you located?

Vi - At the prison.

Bob - What offices have you been successful in dealing with?

Vi - The Butte Office and the Billings Office.

Well, this is something that I'd say we could take at this point and build on. Just what is it that you would identify as being successful?

Vi - The fact that they are willing to give me names and addresses of possible employers for my clients.

Bob - And where are your clients?

Vi - All over the state.

See, this is the linkage I would hope that we can develop, at least get at, during the meeting here. And why I would be interested in participating in a meeting such as this to develop some kind of linkage between what you are talking about and people in our offices that are providing this placement type service. What I would want to know is, are these individuals registered with our office, what do we know about them and what can we tell an employer about someone that we don't see. Developing something and referring someone, over the phone, miles away, I can see it would be a real problem.

Right. This was Glen Kenison. There was also a counselor by the name of Joe Schara stationed at the prison. And, like I say, we considered that one of our more successful programs.

QUESTION: You mentioned the figure of 241. Now, is this ex-offenders around the state that have been in the employment office?

ANSWER: This is total, around the state.

QUESTION: How many have been employed out of the prison, directly?

ANSWER: I don't have the figure on that. We are identifying them as law offenders when they tell us. They are self-admitted.

QUESTION: Can you give me a ball park figure on how many have been employed directly out of the prison?

ANSWER: Directly out of the prison, in the last year? It would be a guess on my part. I would say something like 50.

I would like to have everybody here realize that places like the Helena Indian Alliance receive calls from the prison and ask for help in placing inmates who are about to come out on parole. But it is a genuine problem in that people like myself who are involved in Manpower Placement, you just plain cannot, in all justice to an employer, place somebody who is a name on a piece of paper in a job.

Bob - You mean with the information you receive from someone on the phone, external, not having them here and now face-to-face. Yes, I can see some real problems in trying to develop over-the-phone contacts or opportunities for someone. Well, if a question was to come up from an employer, you would have to get back to him. If there is a need for a worker that getting back to him very often isn't going to work in a lot of cases. An employer usually doesn't want to wait that long for a particular individual. With these long-range placements, I think you could have some real serious problems.

It is a selling job. A matter of selling the individual's skills to the employer.

That is, today, without a specific individual stationed right at the prison, inmates are having a difficult time getting jobs when they are released on parole.

Bob - I would agree with you 100 percent that employment is a big problem.

Chuck - Some of the questions that are coming out, Bob, are those things that I think in small groups we can address, ask specific questions. Staffing arrangements, full-time versus part-time, how do we establish employability plans and then get that information from Helena to Deer Lodge, from Deer Lodge to Butte and around the state. From previous experience running a series of inner-agency communications and linkage workshops in Wyoming a couple of years ago, I think this type of a conference was the thing, for me, that made it easier to get my job done by being able to pick up the phone and saying Don, I'm sending out a person today or I've got a person coming out, when he leaves Rawlins, Wyoming, can you pick him up when he arrives in Helena, Montana. I guess that concept we heard earlier, continuous services available to that person. That it is not a pass-the-buck

type thing. And the other thing I'm hearing here, pretty loud and clear, is that we have some agencies that have many responsibilities as Bob has just mentioned, not just placement or services to ex-offenders but that total monster out there we are trying to serve. And I think those are some of the types of things we can identify in our small groups and deal with.

Bob - Well, as I have said before, I would be one of the last to disagree that having someone there at the prison, as we keep mentioning the continuum of service, to provide the employability assistance necessary to enable the individual to blend back into society or whatever. The program was a success. We considered it a success. The funds expired as the program was over. We pulled our people and now, what we have is what we had prior to that program and that is, basically, nothing at the prison. Your figure of 10 is probably better than my figure of 50. As I mentioned in response to the question, it was a guess. If you are closer to it, why I'd live with your 10 figure.

It is not common practice in the twenty-three offices in the state. I would hope that before you left the building you were able to communicate with the management to the point of resolving your problem. I don't think it would be at all difficult for any of us to identify an instance, a circumstance, an individual within an organization with whom we could develop some kind of a conflict. And if some would consider that sort of activity productive why I guess that is their bag. If you aren't part of the solution you are part of the problem as far as I am concerned and if you don't do something to try to resolve this not receiving service, then and there, I hope you would have called it to the attention of, like I say, management. This doesn't happen in all the offices around the state.

Vi - I have had reports come back to me from inmates that are looking for jobs that until the rest of the population other than offenders are taken care of, the offender can't get the job.

Bob - Well, this could be something that needs some work, too. This is good feedback. The only way we can do anything with a problem is to give it back to our people and get it straightened out.

QUESTION: Is there much of an effort to place inmates in state jobs? Is there much of an effort made in that area today?

ANSWER: And, as far as I know, in response to the question, they would apply for state jobs through the merit system, or the Employment Service, based on their qualifications. Now, as I understand it, there will be a substantial number of specific occupations opened up to ex-offenders through a law that is effective the first of July that involves occupations that require licensing for which offenders were previously barred. That is, they just couldn't get. But, they will be able to obtain that type of employment after July 1, again, based on their individual qualifications. If they have the qualifications, I would hope they are given every consideration for the opening. This is something we can get into in the small group sessions probably. When has the individual, the offender, fulfilled his obligation to society? It is not with completion of time in prison. It just seems to go on and on in the form of lack of overall public acceptance and specifically, employer acceptance. I think that is something I would like to talk about in depth.

In answer to your question specifically, I do not know how many offenders have been placed in state occupations.



And, again, in answer to your question, based on individual's qualifications, I don't think the offender portion would enter in, at least I hope it doesn't.

QUESTION: Can you enlarge on what professions you mentioned won't have the stigma attached after July 1?

ANSWER: The listing I spoke of was mentioned by Dale Bryson when we were talking about the workshop. I do not have a copy of that law.

It is a broad range of occupations, everything from barbering to optometrists. These occupations cut across different skill levels so individuals could be slotted into, depending again on their qualifications, where they would fit.

QUESTION: Referring to local offices, do they make a list of jobs available and send that list to the Central Office in Helena?

ANSWER: And the answer to that is, no, they do not. I think what we are talking about is a job-bank type of service that does exist in a number of states. That is on an experimental basis across the country. A complete listing of available occupations and job openings is made available daily to anyone interested.

QUESTION: Does the employment service make available the priorities within a given program in terms of and here I'd say, veterans, handicapped, youth, older and so on?

ANSWER: The agencies with whom we do have working relationships and I'm sure, the Office of the Superintendent of Public Instruction is very well aware of not only the priorities, but also the goals of including so many youth in programs, so many over forty-five, so many handicapped and whatever. But for specific information on that particular program, I would refer to someone like Tom Ryan or Dale Bryson who are involved in the actual program.

Presentation by Donald Lee, Regional Representative, Department of Social and Rehabilitative Services.

I might just give a quick overview in regards to SRS which is the Department of Social and Rehabilitative Services encompassing rehabilitative services which used to be called Vocational Rehabilitation. It also encompasses such organizations as the Departments of County Welfare. And what I am going to do is address SRS' involvement in the adult correction field.

I think in terms of the rehabilitative services and social services of welfare, these are probably the two main areas.

In May of 1970, when Warden Jim Estelle was at the state prison, he asked the then Vocational Rehabilitative Department if they could place a counselor there at the state prison. And through an agreement which is still in-tact, between the Department of Institutions, specifically, the Montana State Prison and the now Rehabilitative Services Division, Rehabilitative Services placed a counselor there.

The purpose of the RSD Counselor was to serve the Prison's inmate population with services relevant to their disabilities, their needs, and their capabilities. The target area was aimed at inmates who were soon to be released on parole or discharge.

Services provided to eligible inmates ranged from counseling, physical therapy (restoration), vocational training, and job placement. The RSD Counselor worked in a closely coordinated role with the Parole Board, institutional counselors, and other agencies that, in a particular case, would be involved in the implementation of an inmate's plan.

An example of social services might be in the area of referral to families of inmates.

Our biggest involvement is in terms of ADC services, if he is incarcerated at the state prison. The kids might need a father figure or a big sister figure and the referral could be that the kids may become involved in the big brother, the big sister program. That's an example.

The reconciliation services in terms of the individual is released from the institution and the mother is still drawing an ADC check, or an ADC grant or is being provided ADC services. These services can continue for a certain amount of time until reconciliation or hopefully reconciliation has been reached.

There are also foster care services or relocation services. Sometimes in a community where an individual has committed a crime and become incarcerated, it is no longer socially healthy for that family to remain there. The social services can help in relocation.

There is also foster care services and any number of other services that may be available to an individual. My main point in talking about the social services is that, while in an institution, inmates often ask what services are available to them on the outside. And my experience has been that there has been a lack of knowledge and a lack of maybe good, sound advice to the inmate of just where he may go for services.

So, as an overview, I would say that this is a recourse. It's not the final answer but in a collective sense, it does have some resources to offer an ex-felon.

Alright, that was a rather rapid overview. And just to conserve time, I kept it rather brief. I would like to open it up to some responses to some questions any of you may have.

QUESTION: Is it the policy of the Welfare Department to drop clients, who have returned to their families who have previously been on AFDC, after three months?

ANSWER: As I remember, Vi, when I checked into that for you, the policy is that the department has the capability of giving services up to three months after the male has returned to the household. But then, after that particular amount of time, as I understand it, by law or by policy, they have to drop them. My only recourse to that comment would be to advise your client to receive a fair hearing in a case of that sort, if there is any question. Because at my level, I really wouldn't know the intricacies of the whys or why nots, so I think that would be the best route to go.

QUESTION: It is my understanding then, that a family can be relocated under the welfare program?

ANSWER: Right.

QUESTION: The family is residing in Billings and my client is going to Havre to get some training. You mean, the welfare department would relocate that family?

ANSWER: The welfare department has the capabilities of doing that.

QUESTION: Now, would they be accepted under the welfare program in the Havre area or would they remain on the welfare roles in Billings?

ANSWER: They would remain in the county of responsibility for one year. And, say if they moved from Billings, Yellowstone County, to Hill County, they would have to live in Hill County for one year and then it would be the responsibility of the department of welfare in Hill County. But they would be supervised in terms of social services by the social workers out of Hill County.

QUESTION: In terms of relocating a family, is it done for the reason of the social adjustment of the kids in that community versus a training situation in another community?

ANSWER: And, my answer to that, again, is that the welfare department has the capabilities of doing that if your reasons are strong enough. And, I can't speak for each individual welfare department but there are some folks here who probably could and I would say if that were included in the plan and it was a sound plan then they would have the capability of moving that family and probably would do it. Would that be right, Steve?

Steve - It's fairly accurate, I think. Individual county offices differ. And each case is done on an individual basis but people have been moved for a number of reasons and if their need is strong enough and there are no other alternatives, it can be done.



QUESTION: Will you not run into trouble by transferring a family more than once or twice for training purposes?

ANSWER: And I really can't relate to that. I don't see why you would. What kind of trouble? When you are planning for this, you would want to consider that maybe, make sure that the money was available. Again, every situation is different, every case is different. But that certainly is a consideration that you would have to deal with.

QUESTION: In terms of dealing with supportive services, what services would rehabilitative services provide?

ANSWER: In terms of supportive services in the rehabilitation services division, I view that, anymore, as somewhat of a collective inner-agency mutual support kind of a function. Especially when the employment service counselor was located at the prison. Most of the clients that went out on parole, were co-sponsored by the employment service and by the rehabilitation service. Now, as I understand, many of the clients, as the example of the supportive services, many of the clients are co-sponsored by rehabilitation services and BIA. I think we have lost a lot of flexibility, in terms of an inner-agency thing, because of the fact that the employment service is no longer as active as it has been at the state prison. That is what my interpretation and my definition of supportive services would be. Sometimes we don't get any supportive services. We fit the cost and the training and the whole ball game of a particular client ourselves. Are there any comments regarding that?

Chuck - The reason I mentioned that is, I guess under CETA, one of the intents of that legislation was to provide comprehensive services. We no longer have to play pass-the-buck on to that's an ES responsibility or that's a vocational rehabilitation responsibility or somebody else's. Then, when we start talking about offenders and ex-offender programs, we are talking about even a greater array, I guess, of supportive services.

Taking a look at the total family. Transportation allowances, housing allowances, training allowances and the cost figure again comes in, and sometimes, I think, that is out of the pre-workshop survey that has just been completed. We talked a little bit about some of the things that came out of there. Once I realize that I no longer can provide additional services, yet I see a need for them, I need to know who can provide these. And many times that is not only for the client himself but also his family supportive services. If I have a wife and kids to support in addition to trying to go through school or get into a training program or whatever it is, that throws a whole new aspect into that. That could be addressed more in our small group sessions as to what linkages need to be established and what services are available. It blows my mind, every once in a while, to realize, that within this group, and with the expertise and the funding that is available here, we can do, I feel a tremendous job in providing services for the clients we are working with. But it's knowing that Tom Ryan can help on that particular situation and Don Lee can help provide other services.

On the agenda that all of you received, in tomorrow's session, when we are talking about intake assessment enrollment, that group is probably going to have to be subdivided. By assessment, we are saying employability planning. Assessment is part of that, testing is a part of that, background and experiences and a number of other things, I see as a part of that. So I would



think that supportive services would be handled in tomorrow morning's small group sessions in that whole aspect of operations. Which would cover intake assessment, placement and follow-up. And I think all of us are aware that came up earlier when we talked about follow-up. How do you do follow-up with Manpower clients or with ex-offenders that the first thing I want to do is get as far away from Deer Lodge, Montana as I possibly can. And that follow-up is an on-going problem. But through the cooperation of various agencies and people here we can do a better job than we have done.

One thing that has to be clarified and that is to find out. Could we do the same thing there, Don, are there other people from your agency that are here that would be available the next two days?

Good, then, we have the team of four here. And maybe we can start looking more at that team concept. That has been mentioned several times. Here is the SRS team that is available. Each of them has different backgrounds and experiences. Each, hopefully, would have something unique and special to contribute.

Presentation by R. E. Indreland, Bureau of Indian Affairs, Coordinator at Montana State Prison.

I don't know how many other federal officers there are here. Recently, we are quite aware in the federal service of the Watergate business and all the ramifications of that. And, so I have here for you, my advertisement for the day.

It says, "Crime would not pay, if the government ran it". And I think all of you in the government service should think on that.

The thing that I notice first at these meetings is the lack of knowledge and understanding of Indian culture among the majority of the population even those who are representing service organizations.

It's really amazing to me that one third of the population at the prison, historically, has been Indian. At the present time about 20 percent of the population is Indian. The turnover in the prison Indian population is somewhat higher than average because the Indians, on the average, are in there on lesser charges. I see Reba Ogel over here is going to monitor my presentation to see what I say about Indians now.

The fact is, Indians had a poor immigration law and now, as a result of that, less than one half of one percent (0.5%) of the population in the United States are enrolled Indians. If you add those who have been left out of the count it still comes to less than one percent of the population of the United States.

In Montana, somewhere in the area of four to six percent of the population is Indian. It would be easy to get into a two hour discussion on who is Indian and who isn't. This is no different in Montana than in thirteen other western states. Populations in these states of one to six percent (or less) Indian and the state prisons are running all the way from twenty to forty-four percent Indian population.

All sorts of efforts are being expended and extended toward bettering conditions in prisons almost without effect on the Indian populations in those prisons.

The white man's approach to things is based on "system" and professionalism and things like that. If this were a group of Indian people I was talking to, it would be of no importance to them that I was a BIA Representative and song and dance man from the prison. It would depend more on who I was and how we get along on a personal basis.

Systems aren't going to work with Indian populations until you get them down to a personal basis where it is a matter of personal interest between you and the client.

The way Indians respond to systems that were designed for their benefit was sort of illustrated to me. The other day I was writing up a little grant proposal and had occasion to list down off the top of my head the linkages I use to obtain specific services for Indians coming out of the prison. I thought of thirty-five of them. Out of the thirty-five I would say that the

services provided by twenty-five or more of them are not known to you, or are seldom utilized by you. And I will make this list available to you if you want to make a copy of it. (copy attached)

I work for the Law and Order Division of the Bureau of Indian Affairs. The job that I have is simply defined. It is to get all of those Indians who are in prison, and don't have to be there, out and help them stay out. To do that I had to make some sort of a study as to why they are in there.

The problems are three-fold. At least three big problems that contribute to the in-ordinate over-population of Indians in the prison.

The first one is that Indians, young Indians in particular, don't understand the adversary system of justice. Indian kids don't get beat up much when they are little so they never learn to lie effectively in the first place. And when they get up to where they are having contact with the law they don't understand that they are supposed to deny that they did it unless somebody saw them. They don't understand why they would need to have a lawyer to protest their innocence when, in fact, they were guilty.

So, adversary system of justice goes against the Indian client. The county attorneys are prepared, quite often, to face him with a greater charge than that which he is guilty of and plan to plea bargain with him. And he doesn't know anything about plea bargaining. All he knows is that he wound up in Wolf Point after the bars closed, drunk and no ride home and knew they would throw him in jail if they caught him so he borrowed a car and drove it home and parked it in front of his house.

If they ask him if he did that he says yes I did that and so the judge says "five years for that". We get more convictions against Indians. Mostly they "snitch" themselves off as we say in the prison; they plead guilty. So the criminal justice system's record of obtaining guilty verdicts against the Indians is really good compared to the white population.

The second thing that works against the Indians is passive resistance. Indians have managed to survive against fierce cultural conflict for 500 years by developing into an art from the business of passive resistance. Passive resistance doesn't come easy to Norwegian Jews or educated cowboys like me. Indian people have learned how to do that. They have managed to survive and keep their culture fairly well intact for 500 years doing that.

So when the Indian inmate gets into the prison what he does is dummy up and mind his own business and comes to the attention of the prison staff considerably less than the white inmate, on the average. He will probably be assigned to the prison ranch and stay there.

The counselor's devoted time to the Indian is way lower than for the general population because they don't ask for attention. So, because of that, they don't really know what alternatives are available to them. Also, in the sentencing court the court officers are usually lost when they go to do pre-sentencing investigations on Indians. The alternatives to prison that are available and are perfectly acceptable in the Indian culture either don't come to the officer's attention or really aren't acceptable in the white man's way of thinking. So, he goes to prison instead.



The third contributing factor is unequal opportunity for parole after the Indian gets in there. One bad effect of this thing of passive resistance in the prison is the Indian becomes extremely paranoid. When the "system's" efforts incidentally fall upon him to get lined out for good parole plans and stuff, he is hesitant to take any part in them. This is not the case right now. But historically its been the case that the Indian does more of his time before he is paroled.

Then once he is on parole, this experience has been so traumatic for him and he is so paranoid that he usually won't even go see his parole officer. As soon as they round him up he comes back and does more of his time.

It's a whole bunch of things that contribute to that. What I do at the prison is try to become personally acquainted with the Indian inmates. I extend to them those services the Bureau of Indian Affairs extends to all Indians, such as helping them with their business transactions at the reservation. I make available to them the Bureau's training and placement programs which are fairly comprehensive. I sponsor, together with Violet Durham, the North American Indian League which is probably the major positive influence we have there at the prison to combat institutionalization and the paranoia thing and the business of considering yourself a second class citizen. The Indian League projects in my view are the major accomplishment that we have at the prison.

Before I started this job the population of the prison averaged 34% Indian. The month I arrived it was 31% Indian. By working together with Indian League officers and with their assistance, a great deal of assistance, we reduced that in six months to 24%. After one year had elapsed it was 21%. The low we have achieved over this three years is 18% and is currently 21%. So I would say that this program which is a relatively simple program of just putting someone in the prison as an advocate and an expediter has made a significant impact on the population of that prison.

To make a further impact, to get that down closer to the 4% or 6% the state population is, requires a considerable change of thinking and doing on part of your people and others who work outside of the prison. Because our biggest contributor now, the biggest problem, is the matter of recidivism; for what parole people call technical violations. They didn't break another law but were sent back to prison because they violated an agreement. For instance there is one agreement you sign that says you won't associate with known criminals. Well, if a person winds up out of work and he is hanging around the bars and one thing and another he could wind up associating with a few of them. If you ask the Indian parolee he will admit he did.

The other thing, of course, is failure to report. When he gets into one of those situations where he knew he had a technical violation, the Indian usually cuts out.

I think there could be a big dent made in that and it's mostly through this linkage thing that you are talking about. But that linkage isn't going to work with Indians if it's on a systemized basis. It's going to have to depend on a personal acquaintanceship between that inmate and somebody in that service organization.

I'm ready for questions.

QUESTION: Are there members of the federal parole staff here?

ANSWER: I don't see any here today. The federal parole staff in Montana is about only four persons. I should have mentioned that in addition to the exorbitant number of Indians in the state prison only one reservation in this state has jurisdiction. So, on six other reservations the felony business is going to federal prisons.

QUESTION: Has the rehabilitative service agent been a service through your efforts?

ANSWER: The best and most immediate and I should say effective service is Violet Durham's service at the prison. We get good cooperation from the parole board too. We are limited to the efforts that one person can make or work out in the field. Getting these technical violations resolved before they become violations is a big need and we aren't doing a good job of that. It's not because the parole officers wouldn't like to, it is because the parole officer caseload varies from 76, the lowest in the state to 104 and 105 apiece up in Great Falls. And if you figure that out in the amount of time a person can devote to each client, the parole officer doesn't have much of a chance of having a positive or interception type of operation. All he is doing is monitoring things.

QUESTION: Do you have any problems getting an inmate who is approaching parole out of the prison for interviews, etc.?

ANSWER: The only difficulty I have is that we have a chicken and egg situation with the parole board. They insist that the person present them a pretty detailed plan before they will give him the parole but they won't let him go out and do interviewing and one thing and another until he does have the parole. That is a very frustrating operation there. Outside of that we don't have any difficulty. If the person has parole and if I have time to go do it I can arrange with Cly Evans and he is released for the day and I take him. But that chicken and egg thing is something that will have to be resolved sooner or later because it is patently ridiculous.

QUESTION: How can we establish rapport or confidence with Indian parolees?

ANSWER: If you can find it in your budget and staff to do more of a job of coming over and getting acquainted with these people before they face the stress situation of coming out of Tower Seven, that is the main thing I would suggest.

QUESTION: Have there been anymore funds obtained for the temporary man they put down as a Manpower Specialist?

ANSWER: First of all, I would like to say that was Vernon Larson and he did a first class job while he was here. Because he has to feed his family, he went temporarily up to Glacier Park for more money for the summer. I have been assured by your boss up there in Great Falls they are optimistic about getting him back down there. That is an example of what the personal touch can do in this business. He just took on five persons, got well-acquainted with them, knew their personal problems, knew what their hangups were and went around and developed a comprehensive plan for each one of them. The plans worked.

Any other questions? Thank you for listening.

Attachment - Resources list.

List of agencies and organizations who will provide services to clients of this project:

Organizations and Contact Person(s)

1. U. S. Bureau of Indian Affairs (seven agencies) - Law and Order Officer, agency or Superintendent.
2. U. S. Bureau of Indian Affairs (prison coordinator) - R. E. Indreland, P. O. Box 713, Deer Lodge, Montana.
3. Tri-State Tribes, Inc., Billings, Montana - Ken Harwood or receptionist.
4. Montana Employment Security (all local offices) - job development specialists.
5. Morningstar Inc., Billings, Montana - Mark Small or Ben Bushyhead.
6. Fort Peck Tribal Government, Poplar, Montana (all departments) - any councilman or chief of police.
7. Northern Cheyenne Tribal Government, Lamedeer, Montana (all departments) - any councilman or tribal policeman.
8. Crow Tribe of Indians, Crow Agency, Montana - Marvine Takes The Horse, Dale Kindness, Carl Venne, any councilman or tribal policeman.
9. Ft. Belknap Tribal Government (all programs) - program directors.
10. Rocky Boy Tribal Government (all programs) - John Windy Boy, Chairman.
11. Blackfeet Tribal Government, Browning, Montana (all programs) - any councilman or program director.
12. Confederated Salish & Kootenai Tribal Government (all programs) - Harold Mitchell, Fred Houle, Jr., Lloyd Jackson, any councilman, any tribal policeman, or any program director.
13. Human Resources Development Institute (AFL-CIO and all affiliates) - Montana office in Helena, Montana - Lee Topash or any union representative.
14. Montana Highway Department - E.E.O. Officer - Helena, Montana
15. Montana Volunteer Organization (Tower Seven Project) - major cities - Marylin McKibben, Helena, Montana or any parole officer.
16. Montana United Indian Association (MUIA), Main office in Helena, Montana - projects in most cities - George Hinkle or project directors.
17. Miles City Indian Alliance - director.
18. Billings Indian Center - director or counselors.
19. High-Line Indian Alliance, Havre, Montana - directors or outreach workers.
20. Great Falls Indian Alliance - Selina Bradford.



21. Butte Indian Alliance - John Salcido or Outreach Staff.
22. Missoula Indian Center (Qua-Qui Corporation) - directors or outreach staff.
23. U. S. Public Health Service (seven clinics and four hospitals) - service unit directors.
24. U. S. Veterans Administration and Hospital, Helena, Montana - Veteran Representative.
25. Montana Voc-Rehab Service (prison program) - Violet Durham.
26. Montana Voc-Rehab Service (local offices) - Case Workers.
27. Inter-Tribal Alcoholism Treatment Center, Sheridan, Wyoming - Esther Farwell, or Director, or any local Indian AA Program.
28. Anaconda Indian Alliance - Trinka Michaelson
29. Northern Cheyenne Alcoholism Center - any counselor.
30. Crow Tribe Alcoholism Project - John Sterling or any counselor.
31. Ft. Peck Alcoholism and Detox Service, Poplar, Montana - director or counselor
32. Ft. Belknap Alcoholism Services Center, Harlem, Montana - director or counselor
33. Rocky Boy Alcoholism Services Center (Rocky Boy Agency) - director or counselors.
34. Flathead Community Referral Center, Ronan, Montana - "Sarge" Campbell. (Alcoholism and Drug Abuse Counseling, Detox, Outreach) - Lloyd Jackson.
35. Flathead Education and Employment Assistance Programs, Dixon, Montana - Karen Fenton or Karen Hale.

#### PRISON DATA (June 1975)

Total inmate population-----390

Number of evaluators/counselors-----4

Percent of time spent individual counseling and  
assistance (40%) x 4 evaluators/counselors x  
160 hours/month = counselor hours available  
per month-----256

Average hours counseling and assistance available to  
each inmate each month  $256/390 = 0.66$



Presentation by Joseph Yankoskie, Director, Classification and Treatment,  
Montana State Prison.

The Department of Classification and Treatment is made up of seven divisions: Recreation, Religious Services, Social Services, Vocational Training, Education, Clinical Services, Medical Services and Outside Services which are indirectly associated with the above-mentioned.

Outside Services consist of: the Parole Board, Rehabilitative Services, Employment Services (which was discussed earlier), various Indian Alliance Groups, the Seven Step Program and the Bureau of Indian Affairs along with various other resources and agencies which we use, such as Work Furlough and School Furlough. Hopefully, we might get someone in the position of Outside Services who can coordinate all outside agencies. Right now, our main coordinator is the Parole Board since all plans, programs, etc. involving the individual's development for parole and release have to be coordinated with the Parole Board for obvious reasons -- mainly because the Parole Board is the essential releasing agency of an individual going out on parole.

Social Services is a big department with very, very few people in it. There are a lot of things that Social Services does which sometimes hampers their proficiency. They have only three counselors and they take care of a lot of reports, plus coordinate self help groups, family counseling and some individual counseling. They also coordinate the civic groups and organizations which come into the prison. This would be the J.C.'s, and various religious organizations and self help programs.

The responsibility of the Classification and Treatment Department is to coordinate all of these divisions so that they work in harmony. Once this is accomplished, we try to develop "people orientation" with the individual who is incarcerated.

People orientation is developed at initial classification for the individual inmate when he first comes into the institution. He is initially interviewed and classified regarding his culture, his environment, his race, and his program of goal direction.

The individual, upon arriving at the institution, goes through a two-week orientation period. During this time, he is counseled by each department-- Bureau of Indian Affairs, Rehabilitative Services, Social Services, Religious Services, etc.--to see what he would benefit from. None of this is forced on the individual because he has to develop his own program with the guidance of the counselor or whoever he is interviewing with or being interviewed by. The final decisions and choices are the inmates'.

This can be a problem because the individual we are getting at the prison has an average education of around 8.5 grades. When he arrives, the education that is stated by the inmate averages out to be about 10 grades, but after SAT Testing, this averages out to be about 8.5 grades or lower. (So, directed toward education, the orientation isn't there.) The importance of education has to be implanted into the individual. I'll get to that point a little later on by presenting a challenge that a University professor made at commencement exercises at Butte High School.

I'll grant you that education sometimes has no bearing on incarceration for such type offenses as embezzlement, political infractions, burglary, forgery, robbery, etc., but the initial classification process is where the educational program is developed with the individual. This takes in quite a number of headings. Later, if any of you want a copy of what we actually do, please write to me, in care of the Montana State Prison and I will be happy to send you a brochure of what the classification process is. It is long and drawn-out and time does not permit me to go into it here.

The reclassification area deals with the follow-up within thirty to ninety days after the initial classification process. This is to insure that the individual is headed in the right direction. That is a little bit confusing to most. For example, what happens inside parallels what happens in high school. When you were in high school, you first sat down with your counselor and you more or less talked with him on what courses you wanted to take. From that point on, you followed the program through high school. If there were any changes, you went back to your classroom counselor and discussed it with him as to why you wanted to change.

The inmate, on one hand, isn't oriented that way. He doesn't come in and won't come back. He would rather go down a one-way street because he feels the situation doesn't warrant change or he feels he is backward or doesn't feel it is important enough. This is why we bring him up within that thirty or ninety day period. If we left him on his own, he might not seek help. He may not feel free to express himself. He may feel inadequate in these areas. Many of the inmates have inadequacies, whether they be environmentally, culturally, academically, socially, or a combination of any of the aforementioned.

Clinical Services is just now getting developed. We hope, by the first of July, to have another psychiatrist, two psychologists and a Masters of Social Work. This will make up the Diagnostic Center. Right now, we have one psychologist and a host of contracts signed with the University of Montana and Carroll College. These contracts are on a part-time basis and employ people to help out the Clinical Services Department in our Diagnostic Center. Once we get our Diagnostic Center organized to where we can benefit the individual and maybe make some demands on him to make him a more responsible person for his actions and programs, then perhaps we can begin to get to the bottom of his problem.

Our Psychiatric Services so far are with Warm Springs and that is the extent of our Psychiatric Services. If an individual happens to become socially distressed, we then take him down to Warm Springs State Hospital on a voluntary commitment. If he doesn't want to sign the voluntary commitment, then we have to take him on an emergency commitment.

Reclassification should foster in each inmate an independence to accept the responsibility of becoming a contributing member of society. This is what the whole reclassification process is about. This is for eventual release.

Discharges are different. If an individual says he is going out on discharge, he may not want to participate in any rehabilitative programs or he may voluntarily participate in all the programs. He may get benefits from them or he may not get any benefits from any of the programs. It just depends on the individual's life style, values, and the culture that he came from.

I'd be happy to answer now, any questions that you might have regarding the classification process at the Montana State Prison.

QUESTION: What sort of incentives are there for an inmate to get involved in any of the programs?

ANSWER: The incentives, now, are strictly voluntary because of federal laws stating that if you force a program on an individual, you are violating his civil rights. There are several cases in federal court throughout the United States, claiming that if you indicate that an individual must participate in programs--Education, Self-Help, Group Therapy, Religious, etc.--you are violating the individual's rights, his civil rights. So the main incentives right now for program participation are good-time, work release, plus outside visitations or leaves. These are the only incentives that we have to offer if he participates in some of these programs. The above incentives also apply to Behavior Modification, involving encounter groups, drug therapy groups, alcohol therapy groups, etc. The inmate, again, must participate voluntarily because involuntary participation constitutes violation of his civil rights. You can suggest these rehabilitative programs and inform him of the benefits. You can also suggest to him that if he doesn't participate, he is the only one that is going to lose because he will probably go out and continue his nomadic behavior or whatever. There are federal laws that are hampering behavior modification as well as rehabilitative programs in a lot of ways. Psychologists and psychiatrists are staying clear of modifying any type of behavior right now. They are strictly going on a volunteer basis or suggesting to inmates as follows, "Would you like to come up so we can discuss your problems?" If the individual is agreeable, he will sign the contract, etc. This is more or less to protect the psychologist, the psychiatrist and the people involved. Laws are getting pretty stringent in that way. It's not like an individual in high school where he will participate in programs because he knows he is going to benefit from them and therefore will go because he is somewhat goal-oriented. There are a lot of inmates at Montana State Prison that are goal-oriented towards self-help programs and not wanting to come back. I'm not speaking of the entire population because you have those in any community that are goal-oriented and those that aren't.

We are speaking of he and him. I wonder if everybody realizes that we do not have facilities in the State of Montana for women.

Right. This is true, too. You are talking about facilities regarding women inmates. We transport all of our women inmates out to a farm in Nebraska. As Idaho farms their women inmates out to the State of Nevada and as Wyoming and North Dakota and South Dakota do the same, there was some talk at the beginning of last July of having a central area with the states of North Dakota, South Dakota, Wyoming, Idaho and Montana and building a facility for women inmates. I think we average seven women per year. Most of those are for involuntary manslaughter, forgery, embezzlement, and fraud.

QUESTION: What kind of reflection is the crime wave of women in the State of Montana?

ANSWER: It hasn't reflected this in the adult offenders yet. I presume with the young offenders coming in, it might. Because right now we are going through a transition change where the older offenders are pretty well staying out. They have their minds made up as to what they are going to do on the outside. It's



the younger group that we have to worry about now and sort of get them all straightened out. Our average age group now is from 18 years of age to 25. That is 75% of the population. They are young and they are undirected. There is no limit to their uncontrol. The whole world out there is something big to them right now. Most of them coming in are undirected towards any goals at all and lead a life style of criminal-oriented behavior. I got off the track on your question but I suppose we can say that the limit may be another year, maybe sooner. It hasn't reflected that yet. We are still maintaining the average on women offenders of about seven per year.



Presentation by Donald A. Anderson, Western Montana Hearing Officer with the Board of Pardons.

To give you a little background, the Board of Pardons came into existence in 1955. They were an investigative arm of the Governor's Office to investigate executive clemencies, pardons, and commutation of sentences, and such as this.

We are also charged with the responsibility of supervising parolees from the Montana State Prison and supervising probationers from the district courts.

There were three board members appointed and they were appointed by the Governor. As of July 1, as Mr. Lewis stated, the field services of the Board of Pardons will fall under the Department of Institutions. The three-member appointed board will remain autonomous.

The parole officer comes in contact with individuals who have been convicted of crimes in approximately three different areas. These areas are probation from the Courts, either deferred sentences or suspended sentences which are under the jurisdiction of the Courts. The third area is parole. These people have been sentenced to Montana State Prison and have been granted a parole by the Parole Board and are under the jurisdiction of the Montana State Prison and the warden thereof. Should a parolee violate the terms of his parole agreement, he has the opportunity for a preliminary on-site hearing by a mutual officer such as myself to determine if there is probably cause to believe he has violated the terms of his parole. This is an administrative hearing, not a court of law hearing. If probable cause is found, he is returned to Prison and will have a hearing before the Parole Board for disposition as to whether he remains in Prison or is re-paroled. The Board can set the individuals time within the limits of these two extremes.

The people under our supervision do not return to Prison or Courts as readily if they are working or employed as they do when they are not working. The employment area is an area where our field officers need much help from other agencies.

Our parole supervisors have about seven and one half minutes per month at an average, to talk with the individual who is under our supervision. Therefore, I have to stress that we need help from other agencies. We have to learn to recognize these agencies. We have to attempt to recognize the problem the individual is having and refer him to the proper agency or the proper people for the help that is needed. The best place that this can be done, I feel, is in the local community.

The Board of Pardons, at present, is supervising approximately 1,700 people, convicted felons in this state. There are twenty-one parole officers supervising these people. Our total staff is twenty-five. Three of the people assigned to us are rehabilitative resource counselors. All three of them are here in this room today. One is stationed in Billings, one in Great Falls and one in Helena. These people have assisted us with employment. They are starting some group counseling in different communities. Dave Nardinger has group counseling in the employment area; how to find a job, how to keep a job and such as this.

We have another program that works with us very closely and this is the University Year for Action. These are college students who come out into the field and work one year with the Board of Pardons. Again, these people are invaluable to us. They carry a small caseload, look at new ideas and help us coordinate some of the resources in the communities for the benefit of the people we supervise.

We also have and work with individual volunteers in the communities. And again, the most important thing that we can do is get these persons under our supervision working, so that they can have some type of income. I feel we can do this with help from our volunteer staff.

The second problem, I don't know which comes first or second, is employment, drugs or alcohol abuse. Many of our people are returned to Prison because they have a problem with drugs or alcohol compounded by not having employment.

In wrapping this up, a parole officer's job is that of much coordination and brokerage of services within the community he is residing. We need help from your agencies to accomplish the task of returning a convicted offender to a useful and productive life.

Are there any questions?

QUESTION: Will you be involved in a panel later on?

ANSWER: I don't know if I am. I am kind of unaware of that at this point.

QUESTION: What are the number of Indian parole officers? (Mr. Indreland requested)

ANSWER: At this time, I know of none. I would like to comment here further. We had, at one time, an Indian parole officer, it was a female Indian parole officer stationed here in Helena, Montana.

Presentation by Jack Charlson, Executive Director, Alcoholism Service Center.

I represent the community health service for Alcoholism, Inc., a nonprofit identity. I not only assist the general public, but the State prison inmates as well.

Within this service we render accredited hospital in-patient, aftercare, and consultive services. In short we are trying to curb and remedy the problem of alcoholism in our area. Being experienced with alcoholism and prison life myself, I have a particular interest for being here today.

We base our education strictly on the true meaning of what alcoholism means, its identity and how you work with this problem. With Vi Durham's cooperation, The C.H.S.F.A., Inc. initiated group therapy in the prison on a weekly basis. Our education in the prison is different from most agencies. We base our program on hard work leaving no time for good times and visitation rights. It is proving very effective. If the patient responds to our treatment there is usually job placement available in other programs. We also give individual counseling at the prison and some identification work on alcoholism.

Two and one half years ago, according to state statistics, 90% of the inmates were there by their own admission from crimes relating to alcoholism; therefore, other crimes were being committed as a result of this. What we are talking about is ex-offenders and prison inmates. When you go in with an alcoholic problem, unless treatment is given, you leave with the same problem.

I want to share with you some of the things we are doing and how we are going about them. We run two groups - one on Thursday and one on Saturday. In the past, they had meetings where you could bring wives, friends, or visitors into the group. This is no longer the case. There is no good time connected with these groups, it is a straight shot on alcoholism. If they are interested in alcoholism and its problems they come, if not they won't. I think it has proven effective and I think Vi will concur with that. We feel we're having an impact on the population at the prison. I might mention that the parole office works very closely with us. They are a great benefit and if it wasn't for Vi we probably wouldn't be in the prison. I tried going the bureaucratic route and got shut out. Vi opened the door for us.

QUESTION: Is there any attempt being made for follow-ups through your organization or any other agencies?

ANSWER: As I mentioned earlier, aftercare is one of the services we offer as an organization. We feel it to be essential in the treatment of alcoholism. We have had complete cooperation with the parole office and will continue to improve relations with other agencies that might prove beneficial in treatment. We offer, through our offices, out-patient services such as individual and group counseling, follow-up, etc. For example, each and every one of our patients is seen at the minimum of at least once every thirty days. An additional service we offer is family therapy. While a man is in prison we attempt to make contact and begin therapy with his family. In the field of alcoholism the alcoholic is not the only one affected. It is his family that has the burden to bear. After years of living with an alcoholic you

begin to take on his or her characteristics. Hopefully, while a fellow is in prison, we will be doing work with the family and children. We do education presentations in all of the schools in our area from kindergarten through twelfth grade.

We use Alcoholics Anonymous as our major referral. We don't feel we can do the whole shot on them. We do a lot of education and things like this but we refer everybody to AA.

I do want to emphasize again, that, in the course of this discussion, I think we should keep alcohol and drug abuse in mind. Because when you talk about unemployment, recidivism, everything that has to do with felons like myself, you are talking alcohol.



The Human Resources Development Institute is the manpower arm of the AFL-CIO.

To give you a brief history, as most of you are well aware, the AFL-CIO is the political arm of organized labor. In 1968, the National AFL-CIO in Washington, D.C., received a grant from the Department of Labor through CETA money, to operate a manpower program nationwide. At present, there are fifty-six HRDI offices throughout the country including Alaska and Puerto Rico.

The main goal of Human Resources Development Institute is job placement and job development. Most HRDI offices throughout the country are in metropolitan areas where one area representative, like myself, has one city to take care of. Montana is a little bit unique in that I have the whole state. And that spreads my effort a little bit thin but I reply on the local unions and local business agents around the state to take care of the local needs.

My involvement at the prison is in job development, placement and training. I have been working with the prison for over a year now, mainly with NAIL, the North American Indian League. I find it much easier with myself being an Indian if I can work with the Indian inmates and I hope I can help them in return.

One project that we worked on last October, and that I am kind of proud of, was project HOIST. HOIST is a funded program through the Federal Highway Administration. Its purpose is to implement equal opportunity employment laws and regulations. I don't know if anybody is familiar with the OFCC, the Office of Federal Contract Compliance, but 7-2(3) is an equal opportunity program to help minority and disadvantaged people in jobs with the highway construction industry.

HOIST was a two-week program. It was strictly an exposure to work--work in the building trades and primarily in the highway construction industry. I worked very closely with NAIL and the Montana Contractors Association in putting this on. We had twelve inmates participating in this two-week program.

Union business agents from around the state representing a particular craft would come in and explain it. For example, Carpenters and the operating engineers would explain what their craft does, how you get into the field, union structures, how you get into the apprenticeship program, consumer education. One of the areas that we covered was check writing and we found out that there were a few of them who knew something about writing checks. The idea was to get consumer education across to them as far as taxes and credit, and banking procedures. Those are a lot of things that we take for granted everyday as far as consumer education and jobs and actual job interviews.

As a result of this two-week course, six or seven were enrolled in the Vo-Tech in Missoula. Directly or indirectly two more got into jobs. We were kind of proud of that. I would like to put it on again but we are having trouble getting money for it. So, that is a project that we will be working on.

I was working very closely with NAIL, as I mentioned. The members have changed officers so I have to get acquainted again. I haven't been down there for a few months. I have taken this HOIST concept and have been putting it to use for young people. The World of Work will be starting next week with sixteen through eighteen year olds. I am looking forward to starting this project. We got it funded through the Governor's Man-power Council. I feel it is going to be a big asset to the young people.

This morning Inderland and Don were talking back and forth about working with the inmates. I have found that getting to know them on a personal basis is a big asset. You can help one person but if you know a few other's personally, once you leave, they can talk back and forth and you can always talk to his friend to help him. It is just one big circle and I believe that is a real asset. I really enjoy working with the inmates and wish I could spend more time at the prison.

I am looking forward to this conference because I feel that the Human Resources Development Institute can be of benefit to everyone.

Presentation by Donald L. Coburn, Manpower Project Director.

The Helena Indian Alliance is the Off-Reservation, Urban Indian advocate agency for the Helena area. HIA is a non-profit corporation that strives to serve the needs of Helena.

HIA is just one member of a consortium of eight Alliances throughout Montana; our parent organization is the Montana United Indian Association located here in Helena.

We operate several programs for our client population. Among them is an Outreach program which informs clients of services available at HIA. We have a Manpower program in which we attempt to place clients in meaningful employment. We also try to match available training to client needs so as to better prepare someone for employment. Job development and employment counselling are vital aspects of the Manpower program.

HIA also has input into a separate corporation called Indian Alliance Industries. This corporation was established for the express purpose of fostering businesses to be operated by Indians.

Other programs include a Social Center for the Elderly Urban Indian population of Helena. This program caters to the elderly and attempts to bring them together for mutual social benefits. We also have an arts and crafts project in which we foster the making of arts and crafts by our members. These items are then offered for sale and are on display at HIA. Also, we have a "Free Clothing" room for which we solicit donations; persons may avail themselves of these free donations during regular office hours.

Our staff consists of Executive Director, Leo G. Pocha; Manpower Project Director, Donald L. Coburn; Job Placement Specialists, James A. Hirst, and W. Roy J. George; Office Manager, Maryann Olson and Outreach Worker/Secretary, Zaneta Alberty. Attached to our staff is Bernadine Wallace, Health Resource Specialist, who comes to us from the WICONI Project of M.U.I.A.

We consider ourselves to be very effective in dealing with our client population. We have a good knowledge of and work well with many other service organizations. Many people of Indian decent find it hard to communicate with and relate to non-Indian representatives of many agencies. We at HIA attempt to "crack the ice" and establish a good working relationship between client and agency.

Good morning! My name is Sam Hubbert and I work with the Montana Organization for Volunteers. In short, for the MOVE Project.

MOVE is one of Judge Bennett's projects and is intended as a resource and as a means for providing technical assistance to various volunteer programs around the state. Primarily, those in corrections with some emphasis on diversionary programs.

The concept of Tower 7 is very simple. It's a volunteer program to assist parolees as they are released from the prison. Ray talked yesterday about certain problems basic to released inmates and it is those problems that the volunteers are attempting to deal with.

The program itself is co-sponsored by MOVE and by the Board of Pardons. About three years ago, we came up with the idea for a volunteer program. To begin with, some people were very skeptical that it would work with the Board of Pardons and were suggesting that perhaps a volunteer program should operate on its own and be entirely independent of any state agency.

Well, that would have been fine and perhaps we would have been willing to do that if we could have had the manpower, the staffing and the money. But we also would have ended up just reproducing or duplicating the staff and the systems of the Board of Pardons just to make the program operational across that state.

Its been very helpful as far as MOVE has been concerned, and I'm sure as far as the inmates are concerned, to have the existing staff already there and to make the program operate in the community.

The MOVE program provides some technical assistance as far as how programs should operate. It provides materials such as pamphlets and packets. Movies are always available for anyone who might need any help with any type of recruiting, training of volunteers, or talking to people in the community.

The program itself is really operated by the Board of Pardon's staff. They have taken on another burden in addition to their case work and social service duties: recruiting, matching volunteers, supervising them, orienting them. We try to keep the paper work to a minimum so that isn't a bother for them. But, still, it cuts in on some of their time. The very fact that someone has to manage the volunteer program and unfortunately we have to depend on the officers in addition to their other duties. But that is the best we can do right now.

Tower 7 is totally client oriented. In the beginning, we did a survey of the men in the institution and spoke to various inmate organizations such as the JC's and the North American Indian League to see what their interest was in the volunteer program. About 99% of those people that we talked to were very interested in a volunteer program of this nature.

The fact, this was brought out yesterday, some of the men have problems in reconciling the role of the parole officer as both his supervisor and his helper. They were a little more willing to work with someone in the community who was volunteering his own time and who didn't have any



authority, someone who had offered to help him and actually cared about him.

I suppose that is really one of the important aspects of the program. I'm sure we can all be nurtured and allowed to grow if we know someone cares about us. Someone cares about what happens to us. Someone is willing to give us a helping hand. And, that is in essence, the goal of this program.

The areas that were mentioned by Ray, yesterday, that volunteers usually get involved in were those of personal security. Again, just the fact that someone will take the time to go out and play pool with you, talk to you, meet you when you are getting out of prison. It does much to relieve a man's frustration and resentment. It certainly would make him perhaps a little more willing to re-enter the community since he doesn't see the community as the great bugbear that he might otherwise.

Volunteers are also a good stand-in for relatives and friends that might be lacking or for peer associates that might be questionable help to him in making a good parole. They are also helpful in the areas of transportation and recreation. I think those areas specifically are ones that volunteers can become involved in readily because it takes no great degree of training or orientation to get someone to do that.

But it becomes a little more involved in counseling of any type of nature. Perhaps a man would need a little bit more training or he would have to find someone with an adequate background. But just about anyone who is willing to involve himself, who is willing to volunteer, some means can be found for him just to go out and play pool with somebody. That doesn't take a great degree of training.

I suppose the one great belief of the program is that corrections is everybody's business. It's a social problem and we are all involved with it in one way or another and anything that anyone of us can contribute to make it less of a problem is better for all of us.

I don't know too much more that I could say about the program. I don't want to dwell too much on its singular operation. I think that the philosophy of the program is rather quick to grasp. We can't rely on the government to do everything for us. There are certain things that we have to do for ourselves. And there are certain things that we should do for other people. Other than that, I would just be belaboring the point.

Any questions?

QUESTION: What is MOVE's source of funding?

ANSWER: For the last three years, we have been the recipient of a grant from the Board of Crime Control. With the stipulation that we would act as a resource primarily for correctional volunteer programs. That is opposed to volunteer programs such as Big Brothers, or in the school system, something like that.

We primarily have been working with the Board of Pardons, the juvenile probation officers and Aftercare.

Monies we received simply to sustain the Tower 7 Program, and the advantages of a program like this is it doesn't require that much funding, has come from the federal agency ACTION, from the local Campaign for Human Development and from the Dousman Trust.

QUESTION: To a man who is newly released, would there be someone in the community where he is going to meet the bus and be able to take care of him right away?

ANSWER: We have been really hampered for the last few months in that we don't really have a coordinator right at the prison in the Board of Pardon's office. We have been very fortunate to have two very good UYA students in succession, but there is one now in Butte who attempts to cover Deer Lodge occasionally. Until we have someone placed there full time it is very difficult to act that quickly on anything.

I would say that maybe we could. Maybe in about 50% of the cases. If he applied soon enough and we got it out to the field officer, the field officer could come up with a volunteer who could meet him on the bus. But where there is no one right there at the prison to talk to him about it, to keep the ball rolling with the Board of Pardons, I couldn't guarantee it.

QUESTION: How successful is your recruiting of volunteers?

In talking to Dr. Ivan Scheier, who is the national consultant on volunteerism, and various other national consultants, it takes about five to ten years for a program like this to have any impact. It simply takes that long before it catches on in people's minds and becomes something that they are willing to do.

They were having some problems in recruiting volunteers because they simply don't know the program exists. But there are about 65 to 80 volunteers working right now.

QUESTION: Do you have any type of screening program for these volunteers?

ANSWER: That would be up to the individual field officer. He is the one who actually manages and supervises the volunteer program in his area. I'm sure he wouldn't accept just anyone. It's probably a very informal screening. Probably very intuitive. I'm sure there is some type of screening because he doesn't want somebody in there who is going to mess up his case load.

But back to your question of having problems recruiting volunteers. It takes awhile for something like this to catch on. In a sense, that volunteers can always be found if you want to look for them hard enough. But we want to get to the point where the volunteers will be coming to us. It would be much easier to find them.

QUESTION: What type of training is given volunteers?

ANSWER: Again, it's very informal. Primarily, it's more of an orientation than a training. An orientation to the Board of Pardons' purpose, functions, what it is like to be on parole, what the general temperament and characteristics are of the men perhaps. Problems in a certain area. Certain geographical area. Perhaps there is more work available there than in other areas.

I think rather than trying to make a mini-social worker or give a person a certain degree of training and you never know how much training that is, the parole officer is instead recruiting people who already have the skills. People who are involved in counseling programs. People who are already working as counselors. Rather than to try to get someone with a small degree of expertise who will hopefully carry them through.

QUESTION: If a man was paroled from the prison today, how long would the services be available and what type of services would they be?

ANSWER: As far as the services are concerned, the inmate himself requests the services. No one is in the position of assigning a volunteer to anyone, I don't think. He would be very specific himself in describing what type of services that he wants. Most of the men today are simply requesting help in finding a job. They aren't too emphatic on having a social contact or a friend or someone that they can just sit around and talk with. They just need the hard service of being in touch with an employer. And I don't know if volunteers are satisfying that any better than anyone else. Jobs are pretty tight.

As far as the length of the services are concerned, we usually try to have them in contact with each other for at least three months. To try and carry the relationship that long. In some instances, the relationships last much longer because the people just become friends. In some instances, they may last only a week or so depending on what the requested service is.

But the average for the contact between the volunteer and the client is about two to three months.



Presentation by Ray Rosenbaum, Program Operations Director, Manpower and Human Resources Department.

I jumped at the chance to come up here when Chuck asked me to help out, because this is an opportunity to become known as a consultant's consultant. And, man, you have arrived when you can acquire that title! So, really, whatever I have to say, the trip was well worth it just for that aspect.

In reading over some of the comments that were made on the sheets this morning, and listening to some of the comments, as a little summation of what we are hearing so far is a classic case of no communication. I know that this is geography but I don't believe you friendly western people talk to each other. I hear you call each other by name and such but it was indicated on the sheets and were turned in that most of you started out by saying that I want to know more about some subject. I want to be able to take some information back with me.

The first thing we should realize about this particular meeting is its stated objective was to reduce recidivism. I'll be very much surprised if this meeting, in it itself, would do anything toward reduction of recidivism. It is a long task ahead of you in consolidating some of these many splintered factions over a great big piece of geography to ever come up with a program, a thrust, an effort that is going to make a mark on recidivism.

Now, my background is strictly in the Manpower business and what I am going to deal with in my portion of time this afternoon is the application of Manpower programs and employability development in dealing with ex-offenders. It is, in itself, not a complete answer. It is a very important portion.

I first became involved in this aspect as a CEP Director some six, seven years ago. I followed up on it as a CAP Director and then in the advent of CETA, I just changed the color of paycheck and I am doing the same job for the city of Springfield now in their CETA Comprehensive Program.

I am not going to deal with institutions, or correctional processes other than an observation of the post-release situation. What I have seen as characteristic of people coming out of prison.

We have three distinct areas that we are going to talk about while we are here. The youth offender, pre-trial intervention before the individual ever gets to the court process and the post-release situation. I think that from some of the things that I heard this morning that I am going to take swipes at some 'sacred cows'. I may be critical of systems or practices. Certainly no criticism is implied to anyone who was speaking. However, I did get the impression that most of the critical remarks probably were based on a lack of a clear understanding of the person's program that was making the presentation.

I feel, that as a group, you are trying to leapfrog a problem. I hear conversation about going from the institution into a job. I think we are overlooking some very important aspects in that process. I don't believe it's that simple. You need to define the word recidivism that has been used so very frequently.



Basically, recidivism just means someone going back to prison. But the way we measure it can really have a big impact on our program. You will hear terms like, 70% of all the crimes committed are committed by previous offenders. This statistic, if I remember correctly, was based on the number of people who returned to prison. About 70% of those who returned to prison have committed another crime. It isn't quite the same thing.

Is returned to prison for a technical parole violation, recidivism? Many programs don't consider it to be. They will count recidivism as a person who commits a new major crime or felony while they are in the program. Some figures are based on five-year follow-up. Others, and naturally until you have been in operation five years you can't come up with that kind of a figure, will talk to you about a recidivism rate of one-year while they are in the program.

Many of these claims that you hear on ex-offender programs could bear a little scrutiny. I have made my own self-evaluation of the program that we started a number of years ago and at the end of two years we had a recidivism rate of about 8%. Which is fantastic until you examine the way we went about arriving at it. We didn't have a long enough follow-up process to really know how effective it was.

We can always judge just a little bit when we are talking about our own program and we can exaggerate just a little bit the other direction, when we are talking about someone else's program.

Other than the gentlemen from the Bureau of Indian Affairs, I didn't hear a great deal of talk this morning about this individual that we are all gathered here to develop a program for and this is the ex-offender himself. I would like to spend a little time with us talking about this individual and see if we can provide maybe a little more uniform, a little more standardized concept of what this person is.

## CHART I

### INFLUENCE OF INCARCERATION UPON PERSONALITY AND BEHAVIOR

- \* INSTITUTIONALISM
  - A. CONTROL OF DECISIONS AND ACTIONS
  - B. RELATIVE POSITION IN SOCIETY
- \* DISRUPTION OF LIFE STYLE
- \* DEVELOPMENT OF MANULATIVE TECHNIQUES
- \* EMPHASIS ON SELF SURVIVAL

This chart strives to establish that ex-offenders are not necessarily "different". They probably have stronger traits of individualism than most. The only thing they have in common that can be dealt with using generalities is the effect of incarceration which would probably apply to any individual.

- \* Control of simple decisions such as waking, eating, work, recreation, sleep, etc., destroys decision-making ability. Release then becomes a bewildering, even frightening, experience. Reaction is usually one of accepting this as an insulation against reality in which case return to prison loses its effectiveness as a deterrent; or one of becoming so frustrated and embittered that the individual will resort to violence rather than return.
- \* Prisons have a very definite social structure. The inmates have rulers, make and enforce rules or "laws", collect "taxes", form councils and even juries. The releasee may very likely have risen to a position of responsibility and respect in that society. Sudden emergence from that society to one where he is regarded with suspicion and distrust is a traumatic experience in itself.
- \* The ability to manipulate authority, counselors, "do-gooders", etc., is developed to a fine art.
- \* Prison rapidly develops the human instinct for survival, often without regard to the adversity to others it may create.

## CHART II

### PROBLEMS BASIC TO RELEASE SITUATION

1. HOUSING
2. IMMEDIATE SECURITY
  - \* FINANCIAL
  - \* PERSONAL
3. TRANSPORTATION
4. LACK OF RECREATION AND DIVERSION
5. PEER GROUP ASSOCIATIONS
6. ENVIRONMENT
7. FEAR OF LEGAL REPRISAL
  - \* REAL
  - \* IMAGINED
8. ALCOHOL

This chart makes a major point of identifying items the Counselor must be prepared to cope with.

\* Items are listed in order of priority established by our experience in operating a Manpower Program of Ex-Offenders.

## CHART III

### PRE-PLANNING

- \* LEARN THE LOCAL LAW ENFORCEMENT/CORRECTIONS SYSTEM
- \* OBTAIN SUPPORT FROM THE SYSTEM
- \* IDENTIFY THE UNIVERSE OF NEED
- \* ACCEPT THE ROLE OF COORDINATOR BETWEEN DOL AND CORRECTIONAL AGENCIES
- \* IDENTIFY PARALLEL PROGRAMS

This chart makes a major point that knowledge and support of all elements of the Criminal Justice System are mandatory items for a successful program.

- \* The Department of Labor is funded to operate manpower programs for offenders; but, in general, staff members have only a vague idea of the Criminal Justice System operation. Corrections people are prone to believe that a Counselor and a job constitute a complete solution. The Program Operator is, thus, placed in the position of reconciling both views.
- \* Halfway Houses are ideal companion programs for a manpower development program to fill the 5:00 p.m. - 8:00 a.m. void.

#### CHART IV

##### PROGRAM INGREDIENTS (EX-OFFENDER)

- \* PROVIDE ASSESSMENT PRIOR TO RELEASE OR CONVICTION
- \* PROVIDE IMMEDIATE SERVICES - 1st 72 HOURS CRITICAL
- \* INVOLVE CORRECTIONAL AGENCIES WHERE POSSIBLE
- \* COUNSELING APPROPRIATE TO THE SITUATION - CONSIDER REALITY THERAPY THEORY
- \* UTILIZE EMPLOYABILITY TEAM CONCEPT - INCLUDE EX-PUBLIC OFFENDER
- \* DEVELOP COMPLETE SUPPORTIVE SERVICES - ATTEMPT FAMILY INVOLVEMENT

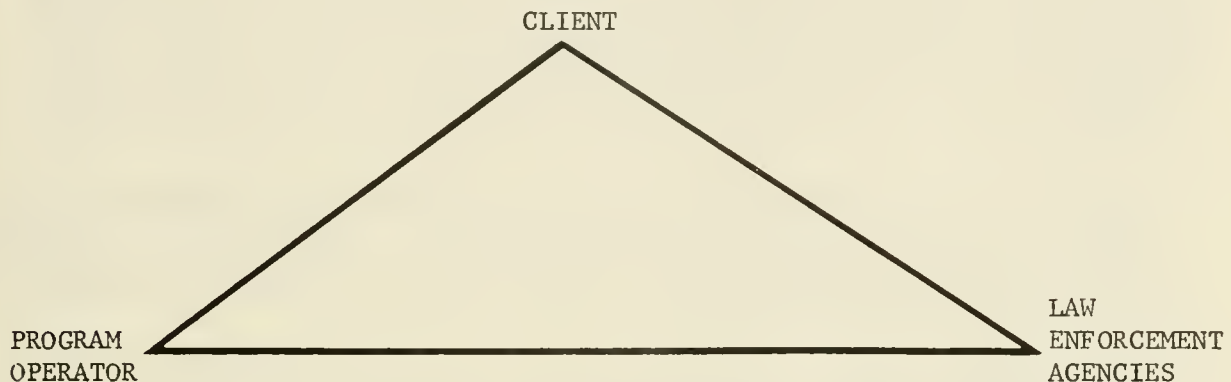
This chart makes a major point that a comprehensive application of manpower/social resources is basic and essential.

- \* Assess program eligibility prior to release--do not attempt to proceed with employability development, however, until the individual is free of institutional environment. Many tests results obtained behind bars are invalid--eagerness to obtain a release promotes unrealistic goal planning.
- \* An immediate demonstration of genuine interest and concern and the ability to earn income are priority items to provide an attractive alternative to an early reversion of crime.
- \* Don't "over-counsel". Most receive ample opportunity for counseling in prison. Concentrate instead on establishing a bond of trust, then the problems will be brought to you.
- \* Teams of preferably three members, one an ex-offender, work best. Avoid unilateral decisions regarding the individual's future--a team is less susceptible to manipulation than a single counselor.
- \* Avoid tunnel vision--consider effects of social and family environment and resolve adverse influences before proceeding with employability planning.



CHART V

POTENTIAL PROBLEMS



- \* AVOID COMPROMISING SITUATIONS
- \* RESIDENTIAL REQUIREMENTS FOR INTAKE
- \* OUTREACH

This chart makes a major point of cautioning program operators about becoming part of a triangle.

- \* You cannot guarantee the client confidentiality regarding guilty knowledge such as a doctor or a lawyer--you cannot harbor a fugitive--have a clear understanding with the client what your responsibility is in the event he gets into trouble and needs help.
- \* Beware of attracting out-of-town or out-of-state clients--local law enforcement officials will object strongly.

In summation, my entire presentation is intended to establish that employability development, to include increasing educational and skill levels, is a proven essential to rehabilitation. It is not a complete answer, however, and consideration must also be given to social pressures.

Report from Group I - Recorder, Ray Rosenbaum

We tried to come up with only two significant problems; one of which was generally conceded that the public funds in the state are so fragmented and splintered that there is no one agency that is in a position to deal with this program from inception to completion. So many agencies are working with one little splinter aspect of it and largely working in a void; this is why the funds are not being utilized as well as they might be.

A second problem - there has been or is no strong public expression of concern for ex-public offenders. As it was put by one congressman on another subject, "I'm only hearing from the people that I expect to hear from. That is, the paid staff involved in this type of thing, I'm not hearing from the voters and the constituents".

Possibly, this is one of the reasons you are not moving forward as rapidly as you think you might because the public itself is not educated and vocally expressing its concern.

I'm very proud to say we came up with a solution. I'm sure there is enough talent in this room and if not in this room throughout the rest of your agencies to form a speaker's bureau with the idea of going into Rotary Clubs, civic clubs and spreading this message and stirring up some concern.

Find yourself a good news reporter or a magazine writer and get this problem before the public and arouse some public concern to where it isn't always just the salaried staff that are promoting the plight of the ex-public offender.

Ours was a rather small group and the only concern expressed was that of a parole officer on this dual role I dealt with briefly. He is uncomfortable with being cast in the role of counselor and a parole officer. Again, this is a concern. There was no attempt to reassure him or resolve the problem.

And I was able to answer the questions of the group regarding my presentation.

Report from Group II - Recorder, Theresa Marshall

Well, one of the problems that we came up with was lack of planning. Sometimes a student goes into the area and they are dropped off on the street and they have no money, no place to stay and probably no program was written for them and they do not even know who sponsored their training.

Also, we were wondering who was going to implement the first seventy-two hour program.

There are too many clients on the parole officer's caseload so he is not able to spend enough time with them.

Money is always a problem. The clients have never heard of the various grants and loans that are available.

Possible causes - we felt that lack of communication and coordination in the area of release or placement of the ex-offender. Need better screening process.

Some solutions could be presentations to educate the community. After the client completes the training program, he should be seen by a counselor for a period of time.

One of the concerns would be - what could be used to motivate the ex-offender.

Lots of times it is felt that the clients get a run-a-round from the various agencies. One solution could be educating employers as far as ex-offenders are concerned.

Ray Rosenbaum's response to the questions from Group II

Comment - An expression of concern regarding this first seventy-two hour aspect of the program. I believe, you said, who would do this?

This is something that will have to be structured into the organization, of course. I believe the post-release counselor is intended to be the vehicle that you are presently operating with, as being the first point of contact after release.

To me, this would be at the point where he involves pre-arranged resources after resolving these first seventy-two hour problems.

I'll reiterate the need for team approach. Don't leave this up to the post-release counselor all at once. When this organization is aware of someone coming out of the institution, you do have plenty of advanced warning, this is the time to identify what his possible needs might be when he gets out and get the resources lined up to where you can apply them during this first seventy-two hours. Don't chase the problem, in other words. Don't let him walk into your office and catch you cold. Know what his situation is before he ever gets there.

Again, specifically, I believe the post-release counselor is the best point of contact.

The comment, I don't believe it was a question, was that an inmate has only a blonde and a bottle on his mind when he gets out of prison.

Get this man as soon as he gets off the bus and before he gets to the bar and a blonde and a bottle. Make him wait seventy-two hours!

Report from Group III - Recorder, Jack Charlson

To start out our group, we did take the time to get to know each other on a more personal basis. What our agencies did, how we worked, what our job titles and duties were. This created an atmosphere of better inter-relations in the group. I thought it was quite beneficial.

We did some clarification work to start our group. We went over the purpose of the workshop. We were not sure what we wanted to come out of that.

We covered some of the questions we had from the previous speaker. On immediate employment, there was a question raised that during one point of

Ray's talk he mentioned that he didn't feel that people should have to go to work right away when they got out and later, we thought that it might be a little contradictory, where he thought that they needed a job. It was a little unclear and when I get through maybe Ray could explain that.

Don Anderson was in our group and he explained the Work Furlough Program and the new law that was passed and how it will be implemented July 1.

Then we came to the big question, one of the major findings of our group, there was no cure-all and we didn't have any answers and we weren't sure what needed to be done.

We did feel that we need to catalog the services. What is available to the ex-felon, what is available to the public, what the laws are, etc. After a little bit of discussion on that, we felt that the inmates would probably be a tremendous resource on that. They know exactly who the good guys and the bad guys are, what resources are available, which resources are good, which agency people are good and I'm talking from the sentencing judge to the parole officer coming out the other end.

We picked up on Ray's comment that Montana is supposed to be a friendly state but we don't communicate. We concurred with his comment.

What exactly is available to the ex-offender? Do we have the cart before the horse, so to speak? We are talking about the problems with offenders and ex-offenders but do we know what services are available, how we use them. Do we know the good points of it, the bad points of it? Speaking from that point, we weren't sure we had things in the right order.

Then, we touched on some of the things that are available and we thought possibly a spokesman or at least take a look at the follow-up program of Tower 7. I'm not real familiar with Tower 7. I've read some of their brochures and I wish Mr. Hubbard was here, because if he were here and he had time.....there you are! He is a Tower 7 man. That is a felon-orientated program. Basically, prior to release is when they get tied in. I'm not going to say too much because I'm sure Mr. Hubbard will be around to answer some of the questions.

That was one potential that is an on-going program in the state that we don't think it has been used.

We don't feel there is any real cure-all. That the inmates need to be treated as a person. One of the charts spoke of reality therapy. We felt some of the workers need to take a look at reality.

The inmate knows where he is at. He knows he has been brought to prison for a crime. I'm not making a generality of all the people that are involved with ex-felons. I'm just saying that some people are do-gooders. Some people want to come into the prison to identify with an ex-con and their whole thrust is to make sure that the con likes them and they are going to spend a lot of time with them telling them that their brother committed a crime and is really a con at heart and that they understand.



We didn't feel that was necessary. It is a very dishonest approach. Because a felon is going to pick up a lot quicker than the general population when somebody is lying to him. As a felon, they are usually good at it.

We felt that cases should be treated on an individual basis. On any type of offender or ex-offender program that no generalities could be put down again, corresponding with Ray's talk, that we had to take a look at people.

Then we listed some of the parole problems that came up during the course of conversation. Our recording secretary did a great job. The parole problem that is listed is lack of individuality. Going back to what we said before, the tremendous case overloading and we are not just talking about parole officers, we are talking about the judge all the way through the system. Nobody seems to really have time to get to know the person or the individual problems on a consistent basis.

We felt that one of the real problems was the use of past experience in making a decision around the felon or ex-felon. You are a felon once, are you always going to be a felon? Because you kicked your dog when you were a little kid, you are always going to be bad, this type of thing. The felon needs to be treated where he is at right there today. He has accepted the reality of the situation and the people that are working with him must.

There is a lack of rehabilitation beginning at the judge's bench. We felt that this would be, again, if staff, time, money and all things considered, were available, that there wouldn't be so many ex-felons if the judges had more time to look into opportunities and things that are available.

There is no rehabilitation in the prison, we found, or if there is any, it is sporadic and lacking. We are not talking of the last year or two but we are talking of the history of the prison.

One point that was brought up is some of the judge's sentence people to the prison who are on alcoholism. Part of their sentence is you attend certain functions in there and they are not run on a consistent basis. Again, I'm talking of over a period of time.

A lot of times we found that prison authorities do not believe in rehabilitation. It's a popular word but they did not implement what they said.

We found that, basically, there is no criminal justice system. In Montana you are guilty until proven innocent. If you have money or political connections you don't become an ex-felon. We are talking about the overall criminal justice system in Montana. It is antiquated.

We found that the problem that we are talking about couldn't be confined to the offenders and ex-offenders. We were taking a look at where do they come from, how do they get there, what are some of the problems. We don't feel that we can solve the problems of the offenders and ex-offenders by just dealing with them once they get out of Tower 7.

Some of the questions that were brought up--who has what to offer and this got back to the original point of what exactly is offered in Montana in the form of rehabilitative services, any type of service dealing with the felon or ex-felon.

We talked about cataloging services. We talked about who would have the time, money, or resources. We felt that it had to be a state or federal grant. We felt that was necessary to gather some pertinent data before we attack the big, unknown sea out there of offenders and ex-offenders.

We talked about preventative programs. One of the points we got into was we need public education. So the general public is aware. We are talking about getting people jobs and money and all of these different things but the general public thinks the ex-felon has three horns and things like this and he is an ex-con because he saw it on TV.

We talked about exploration of alternatives. All through the penal system because of time and different constraints there isn't an exploration of alternatives to the felon.

It was the consensus of the group that there were people in services directed to felons who are on an eight to five schedule. And, basically interested in the paycheck not in the person. I'm not saying this is right or wrong. It is the reality of the situation.

That pretty well summarizes it. Again, we didn't come to any real big conclusions except to do some identification.

Ray Rosenbaum's response to the questions from Group III

Yes, this inconsistency is, again, a matter of terminology in dealing with subsidized employment as opposed to unsubsidized. Unsubsidized being on some private employer's payroll. Subsidized employment being involved in such things as work experience, in the orientation phase or the prevocational phase of some type of employability development program.

There is a great reduction in the pressures on an individual who is working closely with the counselor in a work-experience situation. The pressure of losing that job is not there. In fact, it frequently turns out that this is the first time that they express their new-found freedom of decision. And, after about the first week, we'll say, in a work-experience situation and a city hall office, they say, "well, I want to go over and work in the mechanics pool of the road department".

It's a great accomplishment for them to be able to make this transition. The pressure isn't there on satisfying this unsubsidized employer.

Report from Group IV - Recorder, Dale Bryson

I could give you a 30 minute report, but it is close to lunch time so I'm tempted to just sit down.

Some of the things have already been said so I am going to compromise with about two minutes.

One thing that was real good about this group, we had a little difference of opinion, a little conflict.

One of the participants said that this whole conference is one-sided, that he's not heard anyone say that these ex-felons are no-good rats. I know I am misquoting but we do have a problem of attitudes toward the ex-felon in Montana. And not only by the people who are working the program but also by the general public. And I am hoping we can get into some of these attitudes tomorrow when we get into the small groups.

Now Work Furlough and the plans and who is going to run it and what the screening process will be and the necessity for the sheriff's approval and all of that is something all of us are looking forward to hearing more about tomorrow. Don Anderson will be able to tell us more about it although Dave Lewis said this morning that it still is in the planning stage.

We spent quite a bit of time on the take-off on Ray's comment about training within the prison versus when a guy gets out. He may have influenced some people here but there seems to be need for career exploration, career counseling, career planning while in the prison. The experience we have had here in Montana makes some people think that the training cannot really simulate conditions on the outside within the prison. It doesn't really satisfy a need.

We went into a little bit about the shortage of funds and about how much funds should be spent in that activity versus training after getting out.

There were several other questions about why there is no PSE money available from Title II and Title VI for ex-felons. Why the CEP Center is all for women and they are not training any men. Why there are no CETA funds going into the prison for training.

One question for Ray - whether he means (by people becoming institutionalized) that they are not responsible for making their own decisions when they come out of an institution like that. Or whether you just meant that they didn't have any concept of what is right and what is wrong.

Do you want to respond to that?

Ray Rosenbaum's response to the questions from Group IV.

One point that I was trying to make that after an extended period of time with someone making all of your routine, everyday decisions for you, you lose your ability to quickly make everyday, normal decisions. Little things like what to wear this morning and what to eat and whether to go to this movie or to watch TV. Little decisions such as that.

No, I did not by any stretch of the imagination mean to imply that they are no longer able to distinguish between right and wrong. And this is temporary. It is not a lifetime loss of a faculty.

Report from Group V - Recorder, Tom Ryan

We were very fortunate in our group. We had some people who were acquainted with what went on inside the prison. And they were ready to say that a lot of people here today, including myself, look in and find what is wrong or



something and we don't really know what it is like in there. Maybe we are talking about what we would like to see instead of what it really is and these fellows in our group were able to tell us what it is like in there.

One of the things they came up with was there are some conflicts that exist between custody, production and education. No compatability.

We discussed the incentive payment thing. I suggested that even if a fellow got into a program because of incentive payments maybe the program could be good enough to get him hooked on it after awhile. He would come out of there as a mechanic or a cook or a something. Even though he was in there just to save his \$20.00 a month or good time build-up or whatever it was. We discussed that but we didn't come to any conclusion.

The five and a half months average stay in the prison is possibly too short to get a fellow very far along in a vocational education program. One of the boys suggested that we should possibly deal with a pre-vocational thing. My contribution to this question was that on the outside we do have, as a result of the Manpower approach to vocational education, that almost any Monday morning a fellow could go into a program and pick up where he left off in the prison. If he was in there five and a half months possibly he might have to wait a month or two weeks or one week or something in order to get to that stage of training in the program. But our vocational programs are becoming geared now, I won't say we are there, we are becoming geared to pick up somebody who needs to be picked up in the middle of an automatic transmission course, for example. Rather than have to wait until next September in the traditional school year.

We did drive a stake when we started vocational education in the prison and we found out that we have moved a little bit by looking back at the stake. We can't see us move. It is going that slow. But it is moving.

Some people in the prison would use the program for manipulation. The counselors we had in our group told us that and I believe it. While they are manipulating somebody or something, somebody is making some kind of an effect on them too.

One of the things was the correctional staff of the prison isn't here to make their contribution or to contribute to the defense of the institution as to what is going on over there. As I say, it is more-or-less a one-sided thing that Dale was talking about in another regard.

The social orientation thing is tremendous. The seventy-two hour thing was discussed. That has been discussed here and I see nothing wrong with that.

The communication thing between agencies, between the people in the prison, between the correctional people and the rehabilitation officers, it all needs some dressing up but, again, we drove a stake and we found out that it has moved from what it was four years ago. It's probably going to continue to move.

The speaker's bureau idea - whoever came up with that idea - I like it. It's a way of going about of getting the message across. In this day of people volunteering, etc. to do things and the TV asking for volunteers



I think we could do this and we could find some darn good speakers' bureaus set up in any town. You can send for an expert to go some distance and find some financing to get him some place.

I want to tell you something good. In the morning (June 25) at 8:30 a.m. we do have Sam Hubbard here from Tower 7 Program and I'd like to have Sam kick us off with one of these volunteer programs we are talking about and tell us about it in the morning.

Summary of explanation of the Juvenile Diversion Program in lieu of oral presentation by Tom Moore, Criminal Justice Education Program, Community College of Denver.

### JUVENILE DIVERSION PROGRAM GUIDE

The focus of this program is on systematic diversion, at the police level, of juvenile offenders, especially, in relation to minor offenses, to attempt to keep these juveniles from re-entering and/or penetrating further into the juvenile justice system. It is clear that it is necessary to have an alternative available, other than "counsel and release" or referral to Juvenile Court.

Because of heavy caseloads in the Probation Department, the "informal adjustment" case and the "lecture and release" cases handled by the police, have virtually the same effect in that there is very little or even no further positive involvement by the authorities. Therefore, instead of being any kind of corrective measure by which behavior may be improved, the juvenile learns early that essentially nothing happens when he engages in illegal or anti-social behavior.

### OBJECTIVES OF JUVENILE DIVERSION

The objectives of juvenile diversion are to reduce the rate of delinquent behavior by:

1. Providing the police with an alternative to dealing with youthful minor offenders, other than "lecture and release" or referral to Juvenile Court.
2. Providing effective delivery of services to first time youthful offenders not now receiving any kind of services.
3. Providing a service to the juvenile court for "informal adjustment" cases thereby reducing probation workloads.
4. Facilitating greater citizen and youth involvement in delinquency prevention through various volunteer activities, i.e. Youth Advisory Board, volunteer counselors, etc.

### METHOD

Following the initial contact of a youth by the police officer:

1. The Youth Investigation (Juvenile) Section of the police department will make appropriate referrals to the Juvenile Diversion Program (JDP).
2. A caseworker/counselor will make an initial contact with the child and his (her) family to solicit their cooperation and participation.

3. An intake evaluation will be conducted and specific need of the child and family will be identified.
4. Appropriate referrals will be made to the specific agency (agencies) offering the needed services.
5. Follow-up will be conducted with both the family and agency (ies) to insure the necessary services are being provided and that the family and child are continuing to cooperate.

#### EFFECTS AND IMPACT

It is hoped that a Juvenile Diversion Program will accomplish the following:

1. Reduce the rate of delinquent and pre-delinquent behavior.
2. Provide more alternatives to the police in dealing with first time and minor youthful offenders.
3. Provide services to troubled youth who are not now receiving any services.
4. Reduce the rate of police referrals to Juvenile Court.
5. Lessen the workload of Juvenile Probation by providing for "informal adjustment" cases.
6. Facilitate greater citizen involvement in delinquency prevention.

#### ELIGIBILITY

The JDP will serve juveniles between the ages of 9 and 18 years of age, with no sex discrimination, who meet any of the following criteria:

1. Minor municipal ordinance violation.
2. First time offender.
3. Minor offender (shoplifting, mischievous vandalism, etc.).
4. Second or even third time offender with no previous contact with the Juvenile Court where referral to the Court is not appropriate.
5. Informal adjustment cases referred from Juvenile Court.
6. Walk-ins, family or school referrals.

## REFERRAL PROCEDURE

1. Offense committed by juvenile.
2. Officer takes contact information and refers matter to the police department, juvenile section to review record and prepare a report.
3. A City Attorney, serving in advisory capacity will review the complaint for sufficiency of evidence to sustain a petition in State Juvenile Court.
  - (a) Cases in which there is insufficient evidence to proceed are eliminated.
  - (b) Cases in which a record check reveals prior contact with the State Juvenile System are immediately referred to the District Attorney for filing.
  - (c) Cases within the category of a minor municipal ordinance violation and there appears to be no prior record on the juvenile are selected for JDP and referral is made.
4. Where the decision is to direct the juvenile to the JDP, an officer or counselor, whichever is appropriate, then contacts the juvenile and his (her) parents. This initial contact is to be done within three (3) working days after the referral is received.
5. At the initial contact with the parents and juvenile, both are to be fully informed at their rights and the possible consequences of their actions. The reason for the contact is explained and their cooperation is encouraged through presenting a non-coercive image, maintaining confidentiality and "keeping the door open".
6. Assuming that both parents and child agree to the voluntary program, the case is returned to JDP for program planning. If parents and child elect not to comply, the case is closed, a report returned to the police department and no further action taken unless a new violation occurs.
7. The JDP, with a trained counselor, will interview the family and child, check school records, recheck for past contacts with State Juvenile Programs and arrange for testing of the child if necessary. Coordination will be conducted with each child individually in order not to duplicate any previous evaluations performed in a given case.
8. In the event there is evidence that a child is neglected or a child in need of supervision or any other situation under which the child and family should be brought to the attention of State authorities, the case should be immediately referred to either the County or District Attorney. Where the case is uncomplicated by special problems, the juvenile and his parents establish a program of services from community resources with JDP follow-up.



9. The child and parents will either cooperate and satisfactorily complete the voluntary programs or fail to cooperate and complete them. In either case the matter is terminated with a notation whether Satisfactory or Unsatisfactory and a report is returned to the referral source.
10. Upon a second or subsequent criminal activity, the child may not be provided with the option of entry into the JDP but may be referred directly to the District Attorney's office for processing.
11. In those cases in which a child was referred directly to the District Attorney's office for filing, whatever the reason, the Juvenile Probation Department may assign the child back to the JDP on an informal adjudication.

#### EXTERNAL RESOURCES

- (A) County Juvenile Court
- (B) Juvenile Probation Department
- (C) Mental Health Center
- (D) Youth Services Center
- (E) Department of Social Services
- (F) Employment Services
- (G) Other Volunteer Services

#### PERSONNEL

1. PROGRAM COORDINATOR - One (1) Salary \_\_\_\_\_

Required: M.A. Social Science plus minimum two (2) years experience in the field.

2. YOUTH COUNSELOR/CASEWORKER - Two (2) Salary \_\_\_\_\_

Will receive referrals from the police and courts, and make follow-up contacts with the juvenile and their parents (families), conduct preliminary assessments and evaluations of the situation, make appropriate referrals to the proper community resources and maintain records of the referrals and their disposition.

Required: B.A. Degree in Behavioral Science with experience in casework and counseling with juveniles.

3. POLICE - JUVENILE SPECIALIST - Two (2) Salary \_\_\_\_\_

These two individuals should be sworn officers of the police

department, assigned to the Juvenile (Youth) Section of Division. They must have a thorough knowledge of the State Children's Code, Criminal and Traffic Laws, City Ordinances and Community Referral Agencies. They must be able to work with people of all backgrounds, have demonstrated a strong desire as well as ability to work successfully with juveniles. The specialist will receive juvenile reports and complaints, review them in coordination with the City Attorney assigned to this project and make an initial decision to refer to the JDP or another phase of the Juvenile Justice System.

Required: Minimum - B.S. Social Science with experience.

4. CITY ATTORNEY - One (1) Salary \_\_\_\_\_

In keeping with the system approach to dealing with juveniles, this individual will review reports from the police department to determine sufficiency of evidence to sustain a petition in State Juvenile Court. This person will also provide necessary legal services for an effective program operation.

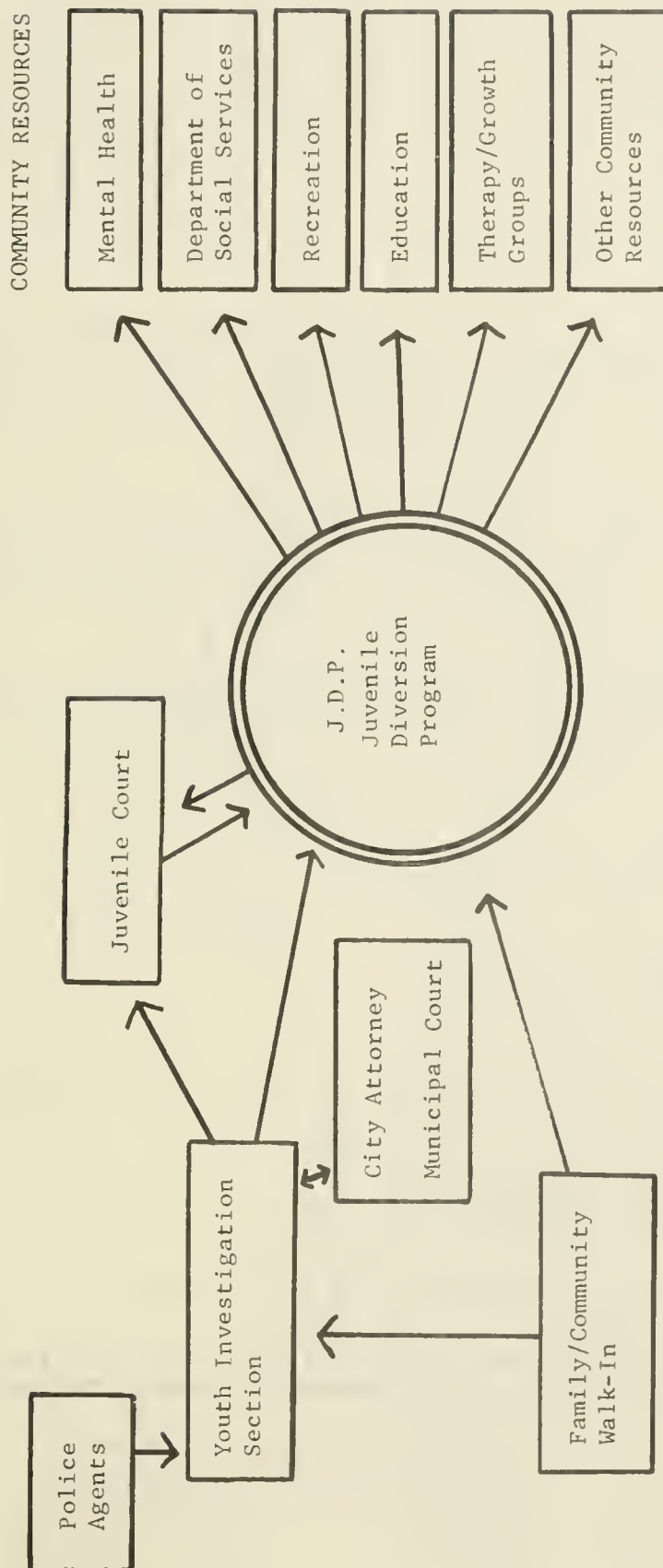
Required: Graduate of Accredited Law School and License to Practice. Experience with juveniles and juvenile law is desirable.

5. CLERK-TYPIST - Two (2) Salary \_\_\_\_\_

Essential for general typing, dictation, receptionist duties and maintaining records (including confidential information).

Required: H.S. Graduate with good combination of secretarial and general office skills. Training or experience is desired.

REFERRAL FLOW CHART

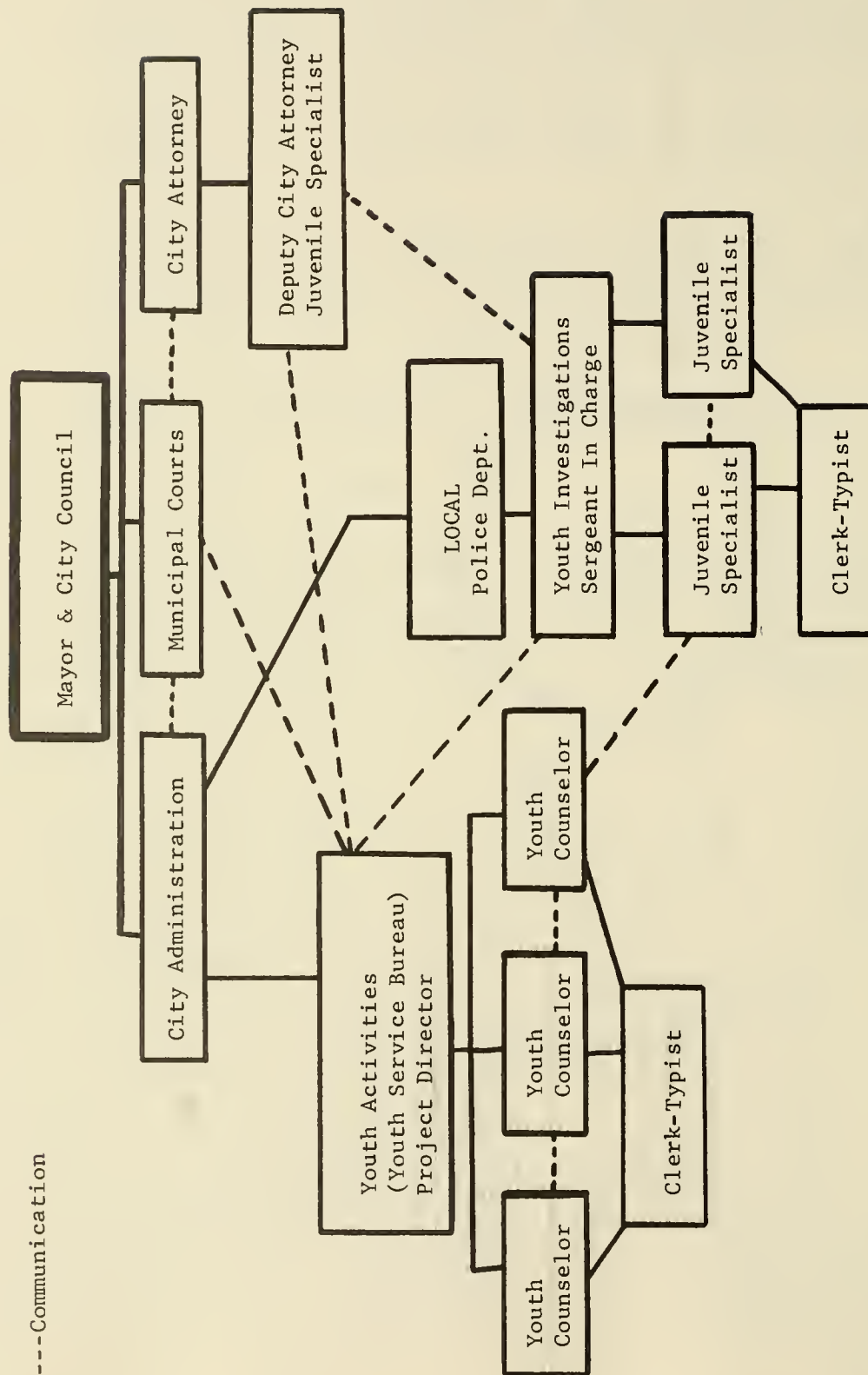


KEY

— Formal Responsibility/Authority

- - - - - Communication

Juvenile Diversion Project  
Staff Organization Chart





## EVALUATION AND INVITATION

This two and a half day workshop grew out of controversy and conflict. Every proposal, over the past five years, to "do something about the high recidivism rate" in Montana has a history of conflicting philosophies, turf protection and buck passing. The initiators of the conference deliberately set about to collect the feuding agencies together for a no-holds-barred dialogue on problems and alternative solutions.

The workshop was a success. Those who participated rated it 40% very worthwhile, 35% worthwhile, 20% of some worth, and 5% of little worth.

The participants agreed, almost unanimously, that a report should be published summarizing the conference in order that the dialogue might be continued. The Office of the Superintendent of Public Instruction undertook the task. From this step we hope to encourage broader cooperative approaches to improving Montana's correctional systems.

We apologize for the shortcomings of this report. Representatives of three agencies, who made presentations, failed to return the edited transcript of their remarks. Others took up to nine months to reply. We acknowledge that many of the "recommendations" are still controversial.

We hope, however, that each participant and each reader of this document will view the workshop and this report as a new beginning. Send your comments and suggestions to the people who presented the ideas or to:

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